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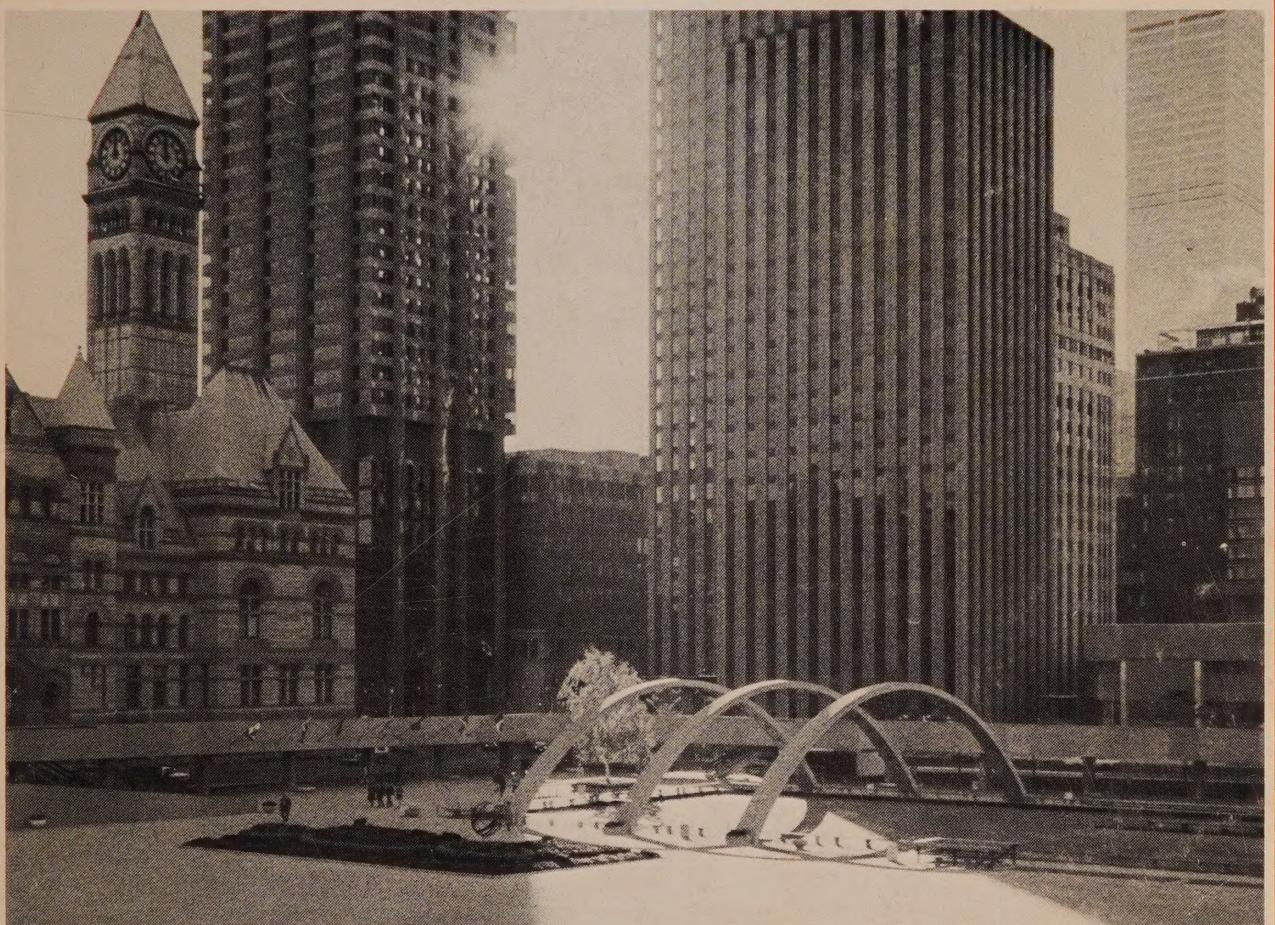
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# Profile: Toronto

The political and administrative  
structures of the metropolitan  
region of Toronto

No. 107

André Bernard  
Jacques Léveillé  
Guy Lord



Ministry of State

Urban Affairs  
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The political and administrative structures of  
the metropolitan region of Toronto

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Ottawa  
June 1975

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not necessarily represent those of the Ministry of  
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## Foreword

The information presented in this monograph gives as complete a description as possible of the political and administrative structures of the metropolitan region of Toronto, ranging from the structure of local and regional governments to the composition of political and administrative agencies.

Particular importance has been placed on describing local and regional structures dealing with urban land use planning and urban transportation, as well as the relations which have been established with provincial and federal governments in these two areas. Similar information has been collected in nine other urban areas in Canada, in order to establish an inventory of their political and administrative structures.

The project's major objective has been to overcome the absence of systematic information about the government of these ten large Canadian cities. More particularly, it is a response to the need to know how our large urban centres are governed and how they participate in the complex process of planning for urban development.

The monographs will be available in all Information Canada bookstores, and will periodically be updated to ensure they contain currently correct information.

The project was carried out by a team of researchers from l'Université du Québec à Montréal, in close collaboration with the staff of the Ministry of State for Urban Affairs, and with considerable help from the organizations which were the subject of the studies. It is one element, however modest, in a laborious process of systematically collecting information about Canada's major urban areas.

André Saumier  
Assistant Secretary



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## Abstract

Canada's first metropolitan government was formed in Toronto in 1953 when 13 municipalities, including the City of Toronto, were reorganized to form the Municipality of Metropolitan Toronto. Further changes over the last 20 years have affected both member municipalities and the metropolitan government structures.

Under the Municipality of Metropolitan Toronto Act, each of the six member municipalities of Metro Toronto retains its autonomy in certain areas. The variety of political and administrative structures to be found within the six member municipalities, which include the City of Toronto and the Borough of North York, is proof of the individuality that characterizes this type of government.

The role of the Municipality of Metropolitan Toronto is then, in effect, to oversee and coordinate the organization of its various local governments. This is evidenced by the versatility of its political structures, as well as by the relationship which exists between local and metropolitan administrative structures - particularly in urban land use planning and urban transportation.



### Acknowledgements

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## Table of contents

Foreword	iii
Abstract	v
Acknowledgements	vii
Introduction	1
I Political and administrative structures of the metropolitan region of Toronto	3
A Metropolitan Toronto	3
1 General information	3
2 Political structures	20
3 Administrative structures	41
4 Intermediary structures	56
B The City of Toronto	81
1 General information	81
2 Political structures	82
3 Administrative structures	95
4 Intermediary structures	111
C The Borough of North York	123
1 General information	123
2 Political structures	124
3 Administrative structures	134
4 Intermediary structures	144
II Political and administrative structures and urban development	149
A Urban land use planning	149

1 Local structures - City of Toronto	152
2 Local structures - Borough of North York	167
3 Metropolitan Toronto structures	172
4 Provincial structures	184
5 Federal structures	191
 B Urban transportation	
	193
1 Local structures - City of Toronto	195
2 Local structures - Borough of North York	197
3 Metropolitan Toronto structures	199
4 Provincial structures	210
5 Federal structures	216
 Conclusion	
	217

#### List of tables

1 Metropolitan Toronto - Population, Area, Assessment	6
2 Metropolitan Toronto - Budget Summary - 1974	7
3 Metropolitan Toronto - 1974 Budget Estimates - Distribution of General Levy	11
4 Members of Council of Borough of East York - 1975	14
5 Members of Council of Borough of Scarborough - 1975	16
6 Members of Council of Borough of Etobicoke - 1975	17
7 Members of Council of Borough of York - 1975	19
8 Metropolitan Toronto - Division of Responsibilities	21
9 Members of Metropolitan Toronto Council - 1975	27
10 Metropolitan Toronto - Variations in Membership in Metropolitan Council 1967, 1973, 1975	30
11 Metropolitan Toronto - Striking Committee - 1973	34

12	1974 Standing Committees of Council	36
13	Metropolitan Toronto - Heads of Departments, 1974	45
14	City of Toronto - Municipal Election Results - Dec. 4, 1972	85
15	City of Toronto - Members of Council 1974-76	87
16	City of Toronto - Budget Summary (operating)	98
17	City of Toronto - Heads of Departments (as of February 1, 1973)	101
18	City of Toronto - Planning Board - Members - 1973	112
19	Borough of North York - Members of Council - 1974-76	127
20	Borough of North York - Budget Summary (operating)	136

#### List of figures

1	Metropolitan Toronto	5
2	Organizational Structure - Metropolitan Toronto	42
3	Metropolitan Toronto - Administrative Structure	43
4	Metropolitan Toronto and Region Conservation Authority	67
5	Metropolitan Toronto and Region Conservation Authority - Organization Chart	69
6	City of Toronto	83
7	City of Toronto - Civic Organization	97
8	Borough of North York	125
9	Borough of North York - Organizational Chart	135
10	Processing of Application for Zoning By-law Amendment - City of Toronto	150
11	Process for Approval of Official Plan, Toronto, 1973	151
12	City of Toronto - Planning Board - Plan of Organization	157

13	City of Toronto - Development Department - Plan of Organization	160
14	Process for Approval of Subdivision Plan - 1973	169
15	Metropolitan Toronto Planning Board Existing Staff Organization Chart, 1973	175
16	Metropolitan Toronto Planning Board Proposed Staff Organization Chart, 197 <sup>4</sup>	176
17	Ministry of Treasury, Economics and Intergovernmental Affairs Organization Chart	185
18	Structures Involved in Urban Transportation Policy in Metropolitan Toronto	194
19	Metropolitan Toronto Roads and Traffic Department Organization Chart, 1973	201
20	Toronto Transit Commission Organization Chart	203
21	Ontario Ministry of Transportation and Communications Organization Chart	211
	Documents	219
	Detailed plan	229
	Other publications in this series	245

## Introduction

Metropolitan Toronto is the second largest urban centre in Canada. As an industrial, residential and commercial centre it has a pervasive influence throughout Southern Ontario.

The Province of Ontario introduced the Toronto-Centred Region Concept in May of 1970 as an approach to development in the Metro Toronto area. The essential purpose of this approach is the management of the tremendous urban growth anticipated in Metropolitan Toronto and area in the next 25 years.

To complement its regional planning proposals, the provincial government has also introduced a program of reorganization and restructuring of local government in Ontario. As a result, Metropolitan Toronto is surrounded by newly formed regional governments patterned to some extent after the Municipality of Metropolitan Toronto.

This monograph deals with the political and administrative structures of Metropolitan Toronto in two parts. Part I identifies the existing political and administrative structures of the Municipality of Metropolitan Toronto, the Borough of North York and the City of Toronto. Part II considers the structures of these municipalities and provincial and federal structures where appropriate, with respect to their influence and impact on urban land use planning and urban transportation policy formation in the Metropolitan Toronto area.

This monograph should be considered in conjunction with the two other monographs dealing with Ottawa-Hull and Hamilton-Wentworth.



## I Political and administrative structures of the metropolitan region of Toronto

### A Metropolitan Toronto

#### 1 General information

##### 1.1 Incorporation

Metropolitan Toronto was incorporated in 1953 under the Municipal-  
ity of Metropolitan Toronto Act following a recommendation by the  
Ontario Municipal Board. The new municipality consisted of thir-  
teen local area municipalities: City of Toronto, Townships of  
York, Etobicoke, Scarborough, North York and East York, Towns of  
Weston, Mimico, New Toronto, Leaside, and the Villages of Forest  
Hill, Swansea, and Long Branch.

In May of 1966, the Government of Ontario substantially reorgan-  
ized the Metro government following the Report of the Goldenberg  
Commission. Because a government of thirteen municipalities had  
proved difficult to operate, a new Metro government of six mun-  
icipalities was created. The six were: City of Toronto, originally  
incorporated in 183<sup>4</sup>, Borough of York, originally incorporated  
as a township in 1850, Borough of Etobicoke, originally incorpora-  
ted as a township in 1850, Borough of Scarborough, originally  
incorporated as a township in 1850, Borough of North York, original-  
ly incorporated as a township in 1922, and the Borough of East York,  
incorporated as a township in 192<sup>4</sup>.

The reorganized Metropolitan Toronto government assumed new  
responsibilities with respect to the provision of municipal services.

In September of 1974, a former Premier of Ontario, John Robarts,  
was appointed to undertake a one-man Royal Commission on Metro-  
politan Toronto. The Royal Commission will look at every aspect  
of Metropolitan Toronto's government including the structure,  
financing, administration, organization and boundaries. The study  
should take twenty-four months to complete.

The municipality of Metropolitan Toronto is variously referred  
to in this study as Metropolitan Toronto, Metro and Metro Toronto.

## 1.2 Population

Based on statistics from the Metro Toronto Finance Department, the 1973 population of Metro is about 2,115,318. Statistics Canada figures indicate that the overall population of the Metro Municipality grew by about 10.8% between 1966 and 1971. Currently, the Boroughs of North York and Scarborough show the most rapid population growth.

Table 1 which follows gives a more detailed breakdown of population and general growth.

## 1.3 Area

Metropolitan Toronto covers an area of about 241.5 square miles. Located on the North shore of Lake Ontario, it is roughly in the shape of a rectangle extending about 12 miles north from the lake and about 20 miles along its east-west boundary.

Table 1 offers a more detailed breakdown of the area.

Figure 1 illustrates the political boundaries of the Metropolitan Toronto area.

Metro Toronto has recently annexed a small section of Pickering township on its eastern side. This section covers about 5 square miles.

## 1.4 Budget estimates

The 1974 Metro Toronto Budget Estimates show a proposed total net expenditure of \$198,500,570 (after provincial grants, other revenue and surplus from previous year).

Table 1 shows assessment for the Metro area.

Table 2 provides a breakdown of budget expenditures by department or service (does not include provincial grants, other revenues or surplus from the previous year).

Table 3 provides a breakdown of the general levy (the amount required by Metro Toronto from the area municipalities to pay for its operations).

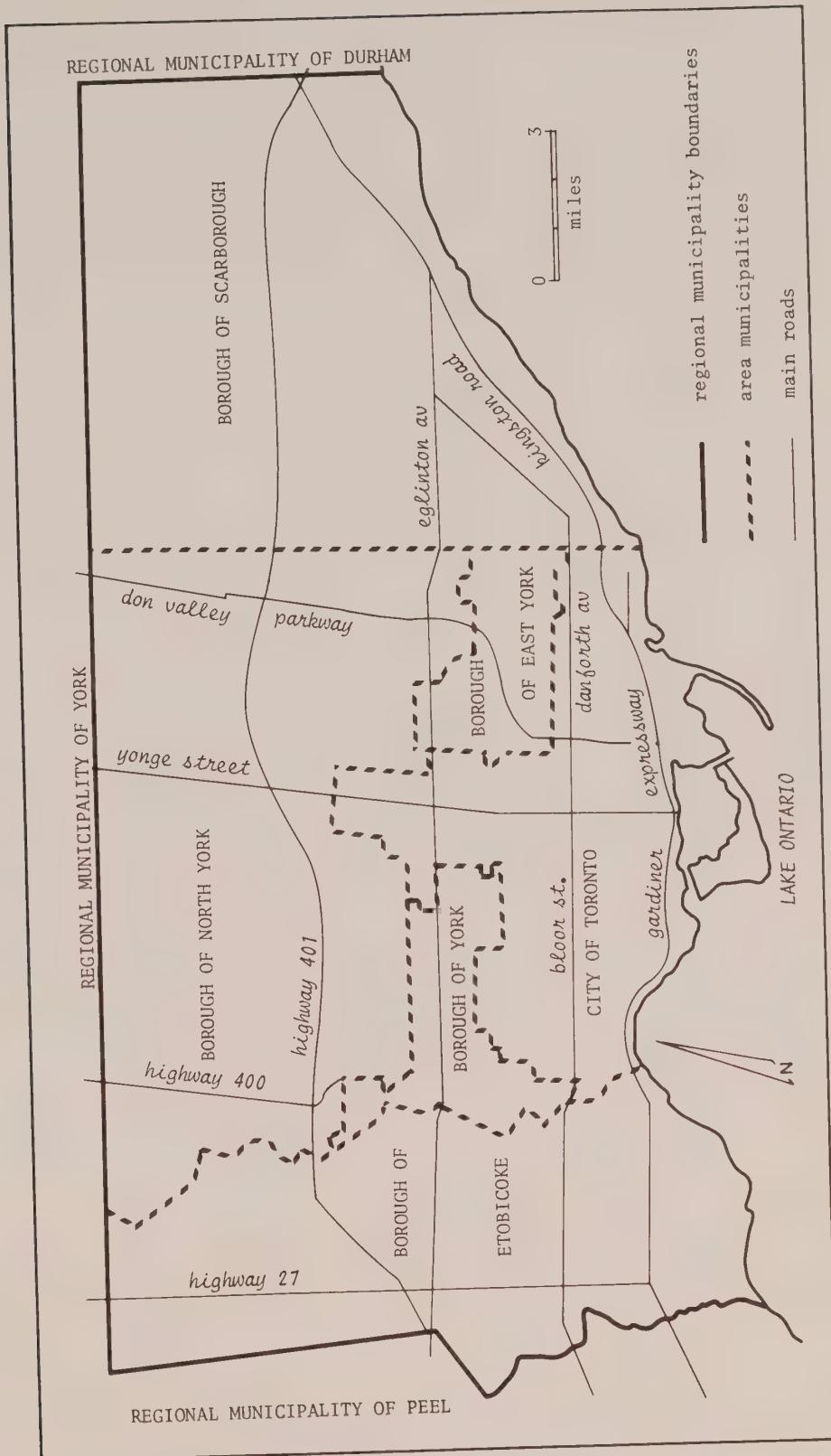


FIGURE 1 METROPOLITAN TORONTO

Table 1

Metropolitan Toronto - Population, Area, Assessment

Area municipality	Population				Area				Assessment 1974 \$
	1966 (census)	1971 (census)	1974 (assessment)	1966-71 increase %	1974 % of total	square miles	% of total	% of total	
City of Toronto	697,422	712,785	700,441	15,363	2.2	33.06	37.9	15.53	2,664,985,045 39.28
Borough of North York	399,534	504,150	527,564	104,616	26.2	24.90	68.0	27.87	1,594,688,412 23.50
Borough of Etobicoke	265,187	282,690	284,648	17,503	6.6	13.43	48.3	19.80	1,014,648,608 14.95
Borough of Scarborough	278,377	334,310	354,273	55,933	20.0	16.72	72.5	29.71	894,281,659 13.18
Borough of York	145,721	147,305	145,572	1,584	1.0	6.87	9.1	3.73	334,239,343 4.93
Borough of East York	95,450	104,785	106,323	9,335	9.7	5.02	8.2	3.36	282,467,339 4.16
Metro total	1,881,691	2,086,025	2,118,821	204,334	10.8	100.0	241.5	100.0	6,785,310,406 100.0

Table 2 Metropolitan Toronto - Budget Summary 1974

Department/service	1974 Estimated net expenditure \$	1973 Actual net expenditure \$	Increase or (Decrease) 1973-74 \$	1974 Estimated salaries \$
<b>Administrative departments:</b>				
Audit	563,156	541,003	22,153	528,029
Clerk's	449,636	418,347	31,289	203,000
Council	385,084	354,733	30,351	78,500
Chairman's office	285,237	214,016	71,221	148,500
Legal	687,661	644,437	43,224	595,104
Personnel	368,067	302,793	65,274	263,715
Treasury	1,370,321	1,125,727	244,594	769,856
Management Information Systems (1)	158,446	230,176	71,730	766,350
<b>Protective services:</b>				
Police Commission Licensing Commission (2)	68,764,694 (844,600)	65,523,460 (775,005)	3,241,234 (69,595)	67,443,123 848,600
<b>Operating departments:</b>				
Emergency services	308,144	216,486	91,658	2,526,645
Parks	5,933,231	5,363,927	569,304	267,659
Property	1,855,149	1,531,743	323,406	-
Roads and Traffic	32,012,205	30,033,108	1,979,097	-
Social services	32,765,648	26,846,968	5,918,680	-

Table 2 (Continued) Metropolitan Toronto - Budget Summary 1974

Department / service	1974 Estimated net expenditure \$	1973 Actual net expenditure \$	Increase or (Decrease) 1973-74 \$	1974 Estimated salaries \$
<b>Works:</b>				
Refuse disposal	9,723,366	8,259,089	1,464,277	308,806
Water pollution control	21,268,373	19,288,162	1,980,211	348,021
Water supply (3)	(1,528,835)	(267,961)	-	349,606
	(Deficit)	(Surplus)		
<b>Local Boards:</b>				
Metro Planning Board	1,738,000	1,203,423	534,577	765,800
Metro Library Board	4,243,397	3,519,094	724,303	2,895,276
Public transportation (4)	36,451,666	31,850,314	4,601,352	-
Sundry at large: (5)				
a) Metro Toronto Zoological Society	4,158,957	2,024,273	2,134,684	-
b) Canadian National Exhibition	1,145,286	1,092,065	53,221	-
c) Metro Toronto and Regional Conservation Authority	3,372,002	2,863,684	508,318	-

Table 2 (Continued) Metropolitan Toronto - Budget Summary 1974

Department/service	1974 Estimated net expenditure \$	1973 Actual net expenditure \$	Increase or (Decrease) 1973-74 \$	1974 Estimated salaries \$
Sundry at large: (cont.)				
d) O'Keefe Centre	1,050,001	1,008,001	42,000	-
Total (Sundry at large)	29,198,913	13,474,152	-	-
Total net expenditures for purposes of general levy	198,500,570	176,504,712	21,995,858	-
	1974 Estimates	1973 Actual	Increase or (Decrease)	
Education:				
Total expenditures	495,290,724	466,530,267	28,760,457	-
Total revenues	176,266,938	177,086,323	(819,385)	-
Total net requirements including prior year's surplus	319,023,786	294,381,429	24,642,357	

This table is a summary of estimated net expenditures for Metropolitan Toronto departments and services. It is neither comprehensive nor exhaustive. It is designed to illustrate the size and relative range of expenditures for the metropolitan municipality operating budget.

It should be noted that net expenditure includes grants and other revenues. Thus it is possible that expenditures for salaries may exceed total net expenditures.

Footnotes:

- (1) A new department introduced in 1974.
- (2) Metropolitan Toronto Licensing Commission - bracketed figures indicate revenues, not expenditures.
- (3) Water Supply - the water supply system is a self-sufficient division with a separate budget. For this reason the figures included in the table are not included in the total for the table as a whole. In 1974, the division anticipated a deficit of \$1,528,835. It anticipated gross expenditures of \$26,412,054 of which \$24,883,219 would be recovered through sales of water to area municipalities.
- (4) Public transportation - the bulk of this item is payment to the T.T.C. for its operating deficit and capital building program (subway).
- (5) Sundry at large - items a) thru d) are included only to illustrate nature of this entry. They are neither exhaustive nor comprehensive list of expenditures under this classification.

Table 3      Metropolitan Toronto - 1974 - Budget Estimates - Distribution of General Levy

Area municipality	Levy before crediting regional grant	Approx. % of total	Regional* grant	Net levy	Approx. % of total
City of Toronto	91,277,633	39.28	11,207,056	80,070,577	40.34
Borough of North York	54,619,212	23.50	8,441,024	46,178,188	23.26
Borough of Etobicoke	34,752,436	14.95	4,554,368	30,198,068	15.22
Borough of Scarborough	30,629,783	13.18	5,668,368	24,961,465	12.57
Borough of York	11,447,935	4.93	2,329,152	9,118,783	4.59
Borough of East York	9,674,707	4.16	1,701,168	7,973,539	4.02
Total	232,401,706	100.00	33,901,136	198,500,570	100.00

\* Regional grant is a provincial grant to municipality.

## 1.5 Political overview

### 1.5.1 Statutes

Municipalities are regulated by a number of provincial statutes. These include: the Municipal Act (R.S.O. (1970), c. 284); the Planning Act (R.S.O. (1970), c. 349); the Ontario Municipal Board Act (R.S.O. (1970), c. 323); and The Municipality of Metropolitan Toronto Act (R.S.O. (1970), c. 295). There are also a number of specific statutes relating to individual municipalities obtained as private legislation.

### 1.5.2 Political structures of area municipalities

The area municipalities, which together form the Municipality of Metro Toronto, vary somewhat in their political structures (as well as their administrative structures). The Metropolitan structure as well as that of the City of Toronto and the Borough of North York are discussed in detail in the following pages. The remaining area municipalities are briefly described here.

#### 1.5.2.1 East York

The basic system is a Council-Committee structure. The Mayor is elected at large. Eight aldermen are elected, two from each of four wards. The nine member Council selects one alderman to serve with the Mayor on Metro Council.

East York has four operating Committees of Council and four regulatory Committees.

Table 4 lists members of East York Council and its Committees.

#### 1.5.2.2 Scarborough

The basic system is a Council-Board of Control-Committee structure. The Mayor and four Controllers are elected at large and form the Board of Control. In addition, 12 aldermen are elected, one from each of 12 wards and together with the Mayor and four Controllers

form a 17 member Council.

The Mayor, four Controllers and one Alderman chosen by Council serve as the Borough of Scarborough's representatives on Metro Council.

Scarborough has three standing Committees of Council as well as the Board of Control.

Table 5 lists members of Scarborough Council and its Committees.

#### 1.5.2.3 Etobicoke

The basic system is a Council-Board of Control-Committee structure. The Mayor and four Controllers are elected at large and form the Board of Control. The Mayor and the four Controllers are the Borough's representatives to Metro Council. In addition, ten aldermen are elected, two from each of five wards, and together with the Mayor and four Controllers form a fifteen member Council.

Etobicoke has four standing Committees of Council in addition to Board of Control.

Table 6 lists members of Etobicoke Council and its Committees.

#### 1.5.2.4 York

The system is basically a Council-Board of Control-Committee structure. The Mayor and two Controllers are elected borough-wide and form the Borough's representation to Metro Council. In addition, eight aldermen are elected, one from each of eight wards, and together with the Mayor and two Controllers form an eleven member Council.

York has three standing Committees of Council as well as Board of Control.

Table 7 lists members of York Council and its Committees.

Table 4 Members of Council of Borough of East York - 1975

---

	Mayor
	Willis Blair
Ward one - W.S. Wadlow J.D. Johnson	Ward three - L.H. Saunders R. Ireland
Ward two - C.H. Chandler J. Flowers	Ward four - A.A.S. Redway E. Beange

## Standing Committees 1973 (1975 not available)

Finance	Personnel and Fire
N. Maughan, Chairman C.H. Chandler J.R. Irwin A.A.S. Redway	C.H. Chandler, Chairman J.R. Irwin N. Maughan A.A.S. Redway
Legislation, Building and By-law enforcement	Development
A.A.S. Redway, Chairman C.H. Chandler J.R. Irwin N. Maughan	J.R. Irwin C.H. Chandler N. Maughan A.A.S. Redway
Traffic and Parking	Works
L.H. Saunders, Chairman J.D. Johnson O.M. Reicker W.S. Wadlow	O.M. Reicker, Chairman J.D. Johnson L.H. Saunders W.S. Wadlow

Table 4 (Con't) - Members of Council of Borough of East York

---

Parks and Recreation	Health, Safety, Public Relations and Property
J.D. Johnson, Chairman	W.S. Wadlow, Chairman
O.M. Reicker	J.D. Johnson
L.H. Saunders	O.M. Reicker
W.S. Wadlow	L.H. Saunders

Mayor Willis Blair sits ex-officio on all committees.

Council meetings are held on the first and third Mondays of each month, except during July and August when Council meetings are held on the second Monday, and during these two months no Committee meetings are held. All Committees meet on the alternate Monday to Council meetings.

---

Table 5 Members of Council of Borough of Scarborough - 1975

## Mayor

Paul Cosgrove

## Controllers

Gus Harris  
 Ken Morrish  
 Brian Harrison  
 Joyce Trimmer

## Aldermen

Ward 1 - Wm. Belfontaine	Ward 7 - E. Fulton
Ward 2 - Mrs. C. Ruddell	Ward 8 - Mrs. S. Eidt
Ward 3 - N. Kelly	Ward 9 - D. Colling
Ward 4 - J. Goodlad	Ward 10 - R. Watson
Ward 5 - F. Faubert	Ward 11 - J. Wimbs
Ward 6 - F. Bland	Ward 12 - J. Dekort

## Committees (1973)

## Works and Property

Ken Morrish, Chairman  
 W. Belfontaine  
 H. Crosby  
 F. Bland  
 E. Fulton  
 D. Colling

## Development and Fire

Mrs. C. Ruddell, Chairman  
 K. Mallette  
 J. Goodlad  
 F. Faubert  
 Mrs. S. Eidt  
 R. Watson

## Recreation and Parking

Mrs. S. Eidt, Chairman  
 B. Harrison  
 Mrs. C. Ruddell  
 J. Goodlad  
 E. Fulton

Board of Control (Mayor & 4  
Controllers)

Paul Cosgrove  
 Gus Harris  
 Ken Morrish  
 Brian Harrison  
 Karl Mallette

Council meets every second Monday. (There are four night meetings during the year.)

Committees generally meet at least every two weeks.

Table 6 Members of Council of Borough of Etobicoke - 1975

---

		Mayor	
		D. Flynn	
		Controllers	
		Mr. W. Stockwell	
		Mr. B. Sinclair	
		Mr. E. Farrow	
		Mr. J. Allen	
		Mrs. N. Pownall	
Ward 1 -	D. Sanford D. Kerr	Ward 3 -	A. McNeil R. O'Brien
Ward 2 -	A. Marchetti S. East	Ward 4 -	L. Griffin J. Hanna
		Ward 5 -	R. Grier P. Keaveney

## Committees of Council (1973)

General Committee	Building Property and Industrial Committee
D. Kerr	D. Sandford
A. Marchetti	Dr. S. East
A. McNeil	R. O'Brien
Mrs. L. Griffin	Mrs. L. Griffin
P. Keaveney	Mrs. R. Grier
Controller W. Stockwell	Controller J. Allen

Table 6 (Con't) Members of Council of Borough of Etobicoke - 1975

---

Committees of Council 1973 (Cont'd)

## Roads and Traffic

## Works

D. Sanford	D. Kerr
A. Marchetti	S. East
R. O'Brien	A. McNeil
J. Hanna	J. Hanna
Mrs. R. Grier	P. Keaveney
E. Farrow	Controller B. Sinclair

Committees generally meet every two weeks.

---

Table 7 Members of Council of Borough of York - 1975

---

Mayor

Philip White

Board of Control

Douglas Saunders  
Jas W. Trimbee

Aldermen

Ward 1 -	Ben Nobleman	Ward 5 -	Christopher Tonks
Ward 2 -	Oscar Kogan	Ward 6 -	Lloyd G. Sainsbury
Ward 3 -	Peter Bosa	Ward 7 -	G. Christie
Ward 4 -	P. Canavan	Ward 8 -	Michael Waclawski

Standing Committees

1973

Hydro, Personnel and Public Relations Committee	Legislation and Property Committee
--	---------------------------------------

Mayor P. White	Mayor P. White
Controller J.W. Trimbee	Controller D. Saunders
Alderman Peter Bosa	Alderman C. Townsend
Alderman Fergus J. Brown	Alderman W.J. Gallichan

Works and Traffic Committee

Mayor P. White
Controller J.W. Trimbee
Alderman C. Tonks
Alderman L.G. Sainsbury

Parks and Recreation Committee

Mayor P. White
Controller D. Saunders
Alderman B. Nobleman
Alderman M. Waclawski

Council meets every second Monday.

Committees generally meet at least once every two weeks.

---

## 2 Political structures

### 2.1 Form of government

The overall pattern of government in Metropolitan Toronto involves a two-tier structure in which locally elected representatives sit on a 33-member Council. The Metropolitan government shares responsibilities for services with the six local municipalities. The primary political actors in the Metro Council are the Chairman, Council, Executive Committee and five Standing Committees.

Effective January 1, 1975, an amendment to the Municipality of Metropolitan Toronto Act increases the size of Metro Council to 38 and the size of the Metro Executive Committee to 14.

Table 8 lists the division of responsibilities between Metro Toronto and the area municipalities.

### 2.2 Elections

#### 2.2.1 Electors

According to statute, the names of persons entitled to vote in municipal elections are compiled from an enumeration by the Regional Assessment Commissioner, a Provincial official. A person is entitled to be an elector if he is resident in the municipality during the period of enumeration and is:

- a) a Canadian citizen or British subject
- b) of the full age of eighteen years, and
- c) not disqualified under the Municipal Elections Act (1972)  
or any other Act or otherwise prohibited by law from voting  
in the election.

A person is also entitled to be an elector if he is not resident in the municipality during the period of enumeration but is:

- a) the owner or tenant of land in the municipality or the spouse  
of such an owner or tenant
- b) a Canadian citizen or a British subject
- c) of the full age of eighteen years

Table 8      Metropolitan Toronto - Division of Responsibilities

Service	Metro responsibility	Local responsibility
Recreation and community services	Regional parks (ravines, waterfront, islands, zoo) Golf courses Regional libraries	Neighbourhood parks and playgrounds Recreation programs Community centres and arenas Neighbourhood libraries
Road construction and maintenance	Expressways Major arterial roads	Minor arterial roads Neighbourhood access roads Street lighting Sidewalks
Traffic control		Bridges, grade separations, snow removal and street cleaning are the responsibility of the government in whose jurisdiction the road lies.
Water supply	Purification, pumping and trunk distribution system	Traffic regulation, crosswalks and pavement markings are the responsibility of the government in whose jurisdiction the road lies. Traffic lights are a Metropolitan responsibility irrespective of the jurisdiction of the road. Water is supplied wholesale by the Metropolitan Corporation to the area municipalities who retail it to the consumer.

Table 8 (Con't) Metropolitan Toronto - Division of Responsibilities

Service	Metro responsibility	Local responsibility
Water pollution control	Sanitary trunk sewer system and disposal plants Storm drainage is primarily a local responsibility except on Metropolitan Roads and in a few cases where major storm sewers have been required.	Local connecting sewer system
Garbage collection and disposal	Disposal	Collection
Health	Chronic and convalescent hospitals	Public health services
Licensing and inspection	Businesses	Dogs, and dog pound Marriage Buildings
Planning and development control		Except for zoning which is a local responsibility, planning and development control are shared by the Metropolitan and area municipalities on the same basis as other shared responsibilities.

- d) not disqualified under any Act or otherwise prohibited from voting in the election.

The name of the elector is entered on a polling list for the polling subdivision where he or she resides or owns or leases property. The name of an elector may not be entered on the list for more than one polling subdivision.

On money by-laws, every person entitled to be an elector in the municipality is entitled to be an elector to vote on a money by-law submitted for the assent of the electors of the municipality if he is:

- a) the owner of land assessed in the municipality, or
- b) the tenant of land assessed in the municipality under a lease which extends for the time for which the debt or liability to be created, or in which money to be raised by the proposed by-law, is payable, or for twenty-one years and under which he covenants to pay all municipal taxes in respect of the land, other than local improvement rates, and he makes and files with the clerk not later than the last day for making complaints for revision of the preliminary list a declaration stating that he is such a tenant.

Each elector is entitled to one vote for one candidate except where there are aldermen, trustees or members of local boards, in which case he is entitled to vote for as many candidates as there are offices to be filled, but only once for each candidate.

Provision is also made for the voting by a corporate entity and for proxy voting.

The above conditions apply to local municipal elections. Since there are, as of this writing, no direct elections to Metro Council, these conditions apply to the six area municipalities.

#### 2.2.2 Qualifications of candidates

Any person is entitled to be nominated as a candidate for municipal office who is qualified to hold an office under the Act constituting the office.

Any person is qualified to be a candidate who is a qualified voter and is not disqualified by the Municipal Act or any other Act. S. 36 of the Municipal Act (R.S.O. 1970, c. 284) sets out the nature of disqualification of candidates for Council.

Nomination day for candidates is a Monday, the twenty-first day before polling day. Candidates may be nominated up until 5 o'clock in the afternoon of nomination day. To be nominated, the candidate must file with the Clerk of the Municipality a nomination paper with his name, address and occupation and the signatures, names, addresses and occupations of ten qualified electors.

#### 2.2.3 Election procedures

Under The Municipal Elections Act of 1972, every Polling place is to be open from 11 o'clock in the forenoon to 8 o'clock in the afternoon.

Persons elected serve for two years.

### 2.3 Metropolitan Toronto Council

#### 2.3.1 Members

As of this writing, there are 33 members on Metro Council, the last revision of Council representation having taken place in 1966 following the Report of the Royal Commission of Metropolitan Toronto (The Goldenberg Commission).

Members are currently selected on the following basis under the Metro Toronto Act:

- a) the Mayors of the six local municipalities
- b) City of Toronto - 11 aldermen from each ward receiving the most votes in the last election;

Borough of North York - 4 controllers plus 1 alderman chosen by North York Council;

Borough of Scarborough - 4 controllers;

Borough of Etobicoke - 3 controllers;

Borough of York - 2 controllers;

Borough of East York - 1 alderman

c) The Chairman (for details, see section 2.6, below)

Members hold office as long as they are members of their respective local Councils or as long as those Councils choose to have them as their representatives, with the exception of Mayors. Table 9 lists members of Metro Toronto Council.

An amendment to the Municipality of Metropolitan Toronto Act has increased the size of Metro Council from 33 to 38. The amendment, which received Royal Assent on June 24, 1974, became effective on January 1, 1975. Representatives on Metro Council are to be appointed as follows:

a) the Mayors of the six municipalities

b) City of Toronto - 11 aldermen from each ward receiving the most votes in the last election.

Borough of North York - 4 Controllers and four Aldermen chosen by North York Council

Borough of Scarborough - four Controllers plus one Alderman chosen by Scarborough Council

Borough of Etobicoke - four Controllers

Borough of York - two Controllers

Borough of East York - one Alderman chosen by East York Council

c) the Chairman.

### 2.3.2 Election

Members of Metro Council are elected indirectly, being elected at the local level and serving on Metro Council in accordance with the Metro Toronto Act (s. 5 (1)) which sets out the above representation on Council.

S. 5 (2) of the Metro Act sets out the procedure by which the selection of members is made.

S. 5 (2) reads as follows:

In accordance with the membership to which an area municipality

is entitled..., the Metropolitan Council shall include the Mayor of each area municipality and, subject to subsection 3,

- a) where an area municipality has a Board of Control,
  - (i) the controllers, or
  - (ii) if the number of members, exclusive of the Mayor, to which the area municipality is entitled is less than the number of controllers, the controllers to the number necessary to complete the membership to which the area municipality is entitled who, at the municipal election next preceding the day the new Metropolitan Council is organized in any year, received the greatest number of votes, the next greatest, and so on as the case requires, or
  - (iii) if the area municipality is entitled to a greater number of members than the Mayor and the other members of Board of Control, the controllers and such number of aldermen appointed by the Council of the area municipality as is necessary to complete the membership to which the area municipality is entitled; or
- b) where the area municipality does not have a Board of Control, such number of aldermen appointed by the Council of the area municipality as is necessary to complete the membership to which the area municipality is entitled.
- c) Where the number of wards in an area municipality is equal to the number of aldermen to be appointed by Council of such area municipality,
  - (i) the alderman for each ward; or
  - (ii) where there is more than one alderman for each ward, the alderman for each ward who, at the municipal election next preceding the day the new Metropolitan Council is organized in any year, received the greatest number of votes in such ward,

shall be members of the Metropolitan Council in lieu of the aldermen to be appointed.

Table 9 Members of Metropolitan Toronto Council, 1975

---

Chairman

Godfrey, Paul V.

Members

Allen, John (Etobicoke)  
Blair, Willis L. (East York)  
Boytchuk, William (Toronto)  
Chandler, C. Howard (East York)  
Clifford, Thomas (Toronto)  
Cosgrove, Paul (Scarborough)  
Crombie, David (Toronto)  
D'Arcy Goldrick, Michael (Toronto)  
Eggleton, Arthur C. (Toronto)  
Farrow, E. H. Pete (Etobicoke)  
Flynn, C. Dennis (Etobicoke)  
Greene, Miss Barbara (North York)  
Harris, Gus (Scarborough)  
Harrison, Brian (Scarborough)  
Heap, Daniel (Toronto)  
Kilbourn, William (Toronto)  
Lastman, Melvin (North York)  
Markin, Joseph (North York)  
McGivern, Alex (North York)  
Morrish, Ken L. (Scarborough)  
Norton, James (North York)  
O'Donahue, Anthony (Toronto)  
Pownall, Nora (Etobicoke)  
Risk, Gordon (North York)  
Ruddell, Carol (Scarborough)  
Saunders, Douglas (York)  
Scott, Reid (Toronto)  
Sewell, John (Toronto)  
Sinclair, Bruce (Etobicoke)  
Smith, David (Toronto)  
Summers, Ronald (North York)  
Sutherland, William (North York)  
Trimbee, James (York)  
Trimmer, Mrs. Joyce (Scarborough)  
Vaughan, Colin (Toronto)  
White, Philip (York)  
Yuill, Robert (North York)

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### 2.3.3 Meetings

Under Metro By-law No. 2798, s. 4, regular meetings of Council are held at the hour of 2:00 p.m. on each alternate Tuesday commencing with the second Tuesday after the first meeting of Council in each year unless otherwise provided by special resolution of the Council or unless such a day should be a public or civic holiday.

Meetings are usually held at the Toronto City Hall by agreement with the City of Toronto. Recently, meetings have been held in Borough Municipal Council Chambers. Provision is made for calling of special meetings of Council.

### 2.3.4 Powers and functions

S. 3 (1) of the Metro Toronto Act sets out the following:

The powers of the Metropolitan Corporation shall be exercised by the Metropolitan Council and, except where otherwise provided, the jurisdiction of the Metropolitan Council is confined to the Metropolitan area.

The Act goes on to specify that the powers of Council will be exercised by by-law and that such by-laws passed as provided in the Act shall not be quashed as unreasonable. Essentially, the Metro Council is the governing and legislative body for the municipality. It receives all reports from Committees, the Executive

Committee and the Chairman. Members have one vote each. The Chairman votes both in the Executive and in Council only when there is a tie. There is no veto power. Table 10 shows variations in membership on Metro Council.

#### 2.4 Executive Committee

##### 2.4.1 General

All matters considered and reported upon by the Standing Committees are sent to the Executive Committee before being sent to Council for final consideration. The Executive may comment upon such reports or ask that they be reconsidered or it may choose to amend them. In most cases, reports go to Council without Executive interference. A two-thirds vote of Council is required of Council to overturn a decision of the Executive Committee in matters of finance and personnel.

##### 2.4.2 Members

Section 12 of the Metro Toronto Act (as amended June, 1974) states:

- (1) There shall be an Executive Committee of the Metropolitan Council composed of
  - a) the Chairman;
  - b) the mayor of each municipality;
  - c) the member of the Board of Control of the Borough of Etobicoke who, at the municipal election next preceding the day the new Metropolitan Council is organized in any year, received the greatest number of votes;
  - d) the two members of the Board of Control of the Borough of North York who, at the municipal election next preceding the day the Metropolitan Council is organized in any year, received the greatest number of votes;
  - e) the member of the Board of Control of the Borough of Scarborough who, at the municipal election next preceding the day the new Metropolitan Council is organized in any year, received the greatest number of votes;
  - f) three aldermen members of the Executive Committee of the City of Toronto who are members of the Metropolitan Council appointed by the Council of the City of Toronto

Each member has a vote as does the Chairman. No member of the Executive Committee may be recalled by Council. A quorum is six members.

##### 2.4.3 Meetings

Generally, the Executive Committee meets every two weeks but, as with Standing Committees, special meetings may be called by the Chairman or by the Chairman at the request of a majority of members.

Table 10 Metropolitan Toronto - Variations in Membership on Metropolitan Council (1) 1967, 1973, 1975

No. of Mem- bers	Total Popula- tion	(2) Popul. per Member	Variation from Met.	1973			1975		
				Total Population	(3) per Member	Variation from Met.	Total Population	(3) per Member	Variation from Met.
Metro Toronto	32	1,900,000	59,375	-	2,150,000	67,188	-	2,230,000	69,688
(Chairman excluded)									
City of Toronto	12	700,000	58,333	- 1,042	720,000	60,000	- 7,188	730,000	60,833
North York	6	410,000	63,333	+ 8,958	530,000	88,333	+ 21,145	560,000	92,666
Scarborough	5	280,000	56,000	- 3,375	350,000	75,000	+ 7,812	380,000	76,000
Etobicoke	4	270,000	67,500	+ 8,125	290,000	72,500	+ 5,312	300,000	75,000
York	3	145,000	48,333	-11,042	150,000	50,000	-17,188	150,000	50,000
East York	2	95,000	47,500	-11,875	110,000	55,000	-12,188	110,000	55,000

(1) Source: Report No. 42 of the Metropolitan Executive Committee (Oct. 30, 1973)

(2) Population estimate based on 1966 census supplied by Metro Planning Board

(3) Population estimate based on 1971 census supplied by Metro Planning Board

Note: Negative variation shows degree of over-representation

Positive variation shows degree of under-representation.

#### 2.4.4 Powers and functions

The functions of the Executive Committee are set out in S. 72 of By-law 2798 of the Municipality of Metropolitan Toronto pursuant to S. 12 of the Metro Toronto Act which accords to the Executive Committee "all the powers and duties of a Board of Control under subsections 1 and 2 of section 208 of The Municipal Act, and subsections 3 to 16 and 18 and 19 of that section apply mutatis mutandis." Under By-law 2798, S. 72, it shall be the duty of the Executive Committee:

- a) to consider and report upon all proposed capital expenditures which may involve the issue of debentures by the Metropolitan Corporation;
- b) to consider and report upon all applications for the issue of debentures by the Metropolitan Corporation for the account of any area municipality;
- c) to prepare estimates of the proposed revenue and expenditures for the year and to present them to the Council for its consideration;
- d) to prepare specifications for and award all contracts and for that purpose to call for all tenders for works, material and supplies, implements, machinery, or other goods or property required and which may lawfully be purchased for the use of the Metropolitan Corporation and to report its action to Council at its next meeting;
- e) to inspect and report to Council upon all Metropolitan works being carried on or in progress;
- f) to recommend to the Council the appointment of:
  - (i) all Heads and Deputy Heads of Departments;
  - (ii) all officers, representatives and members of any commission or organization, other than Members of Council, required to be appointed by by-law or resolution of the Council;
  - (iii) all other permanent officers, clerks or assistants who are in receipt of a salary or wage in excess of the maximum salary or wage from time to time for Clerks, Grade 1; and
- g) to recommend the salaries of all Heads and Deputy Heads of Departments and officers and clerks with the exception of employees receiving a salary not in excess of the maximum from time to time for Clerks, Grade 1;
- h) to dismiss or suspend any Head or Deputy Head of a Department and forthwith to report such dismissal or suspension to Council;
- i) to consider and report on such other matters as may from time to time be referred to the Executive Committee by the Council.

In addition, the Executive Committee shall take such steps as are requisite to collect the revenue of the Metropolitan Corporation. S. 75 of the By-law states:

All matters not pertaining to any of the duties of a Standing or Special Committee shall belong to and be under the control of the Executive Committee unless and until the Council or the Executive Committee refers the matter to some other Standing or Special Committee.

The Executive Committee's powers and functions are designed for it to manage the administrative structure and to propose policy to be followed by the Corporation.

Agenda for the Executive Committee and indeed for all Committees and Council are prepared by the Clerk's Department.

Because the representation on the Executive Committee is evenly divided between the five boroughs and the City, the role of the Chairman becomes crucial in all deliberations of the Executive Committee.

A Sub-committee of the Executive Committee, the Personnel and Policy Advisory Committee, advises and recommends on policy matters, especially with respect to senior personnel.

There is also a Housing Policy Committee which is to report to the Executive Committee regarding a new housing policy in Metro Toronto.

This Committee is composed of:

Commissioner of Planning

Commissioner of Social Services

Executive Director of the Chairman's office

Research Assistant to the Chairman

Deputy Minister of Housing

Regional Manager of C.M.H.C.

## 2.5 Committees of Council

### 2.5.1 General

Under Metro Toronto Act S. 13 (1), Metro Toronto may from time to time establish such standing or other Committees, and assign to them such duties as it considers expedient. Therefore, under By-law 2798, Metro Toronto Council established the following Standing Committees:

- a) Works
- b) Transportation
- c) Parks and Recreation
- d) Social Services and Housing
- e) Legislation and Planning.

### 2.5.2 Members

Under Metro By-law 2798, "each Standing Committee shall have not more than seven members and not less than six members exclusive of the Chairman who is ex officio a member of each Committee". The Chairman has the right to vote. Members are selected by a Striking Committee (see Table 11) composed of the Chairman and the six Mayors elected by Council pursuant to S. 83 of By-law 2798. Members of Council select the Committees of their first, second, and third choice and submit these requests in writing to the Striking Committee which then allocates the members to various committees. There is no guarantee that a member will be placed on the Committee of either his first or second choice. Each member, including members of the Executive Committee, sits on at least one committee and may sit on two.

A Chairman for each Committee (who is eligible for reelection) is elected from within the Committee to serve for one year. Each member remains with the Committee for one year when the Striking Committee again delegates members to committees.

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Table 11 Metropolitan Toronto - Striking Committee - 1973

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The Metropolitan Council on November 27, 1973, elected a Striking Committee composed of the following Members of Council, in accordance with the provisions of Section 83 of the Council Procedure By-law:

Willis L. Blair,  
Paul Cosgrove,  
David E. Crombie,  
C. Dennis Flynn,  
Melvin Lastman,  
Philip White,  
Chairman of Council, ex officio.

The Striking Committee reports having appointed Paul V. Godfrey as Chairman of the Committee.

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Council members may sit on the same Committee in successive years. In Committee each member has one vote, including the Metro Chairman, and in the event of a tie, the motion is lost.

Table 12 lists members of Committees of Metro Toronto Council.

#### 2.5.3 Meetings (S. 86 of By-law 2798)

"The place, day, and hour of meetings of...(each)... Standing Committee shall be determined by the Council on the recommendation of the Striking Committee...". Special meetings may be called by the Committee Chairman.

#### 2.5.4 Powers and functions

Each Standing Committee reports to Council through the Executive Committee.

(i) Works Committee:

- considers and reports on all matters relating to Metro waterworks, sewage works, and waste disposal as provided for in the Act;
- responsible for the operation and functioning of the Works Department through the Commissioner of Works.

(ii) Transportation Committee:

- considers and reports on all matters relating to transportation in the Metropolitan area;
- responsible for the operation of Roads and Traffic Department through the Commission of Roads and Traffic.

(iii) Parks and Recreation Committee:

- considers and reports on all matters relating to Parks and Recreation in the Metro area;
- responsible for the operation of the Department of Parks through the Commissioner of Parks.

(iv) Social Services and Housing Committee:

- considers and reports on all matters relating to welfare, ambulance and emergency services and housing accommodation as referred to in the Act;

Table 12 1974 Standing Committees of Council

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Works Committee	Transportation Committee
Archie Chisholm	Howard Chandler
Kenneth Morrish	Ying Hope
Reid Scott	Melvin Lastman
Brian Harrison	Pete Farrow
Douglas Saunders	Wm. Kilbourn
W. H. Stockwell	Karl Mallette
W. Sutherland	Philip White
Parks and Recreation Committee	Social Services and Housing Committee
Frederick Beavis	Paul Cosgrove
Elizabeth Layrs	Barbara Greene
Cus Harris	Karl Mallette
Willis Blair	M. D'Arcy Golrick
Dennis Flynn	Anne Johnston
John Williams	Bruce Sinclair
Robert Yuill	James Trimbee
Legislation and Planning Committee	
Wm. Archer	Karl Jaffary
Arthur Eggleton	Melvin Lastman
Alex McGivern	Bruce Sinclair

(The Chairman of Council is ex officio a member of each Committee).

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- responsible for the Departments of Social Services through the Commissioner of Social Services.

(v) Legislation and Planning Committee:

- considers and reports on all matters coming within the jurisdiction of Metro Council in the areas of proposed planning and legislation, matters of public information and licensing;

- is not responsible for any operating department

In all cases, all committees will consider and report on "all other matters as may be referred to (them) by the Council or the Executive Committee".

#### 2.5.5 Special Committees

A number of special committees have been created by resolution of Council or on an ad hoc basis to deal with particular issues as they arise. The following fall in this category:

- a) Personnel and Pension Plans Advisory Committee
- b) Historical Boards Committee
- c) Special Committee on a Domed Stadium
- d) Committee on Transportation for the Handicapped
- e) Taxi Cab Committee
- f) Cultural Grants Sub-Committee (of the Executive Committee)
- g) Committee on Artificial Turf for the C.N.E. Stadium (now dissolved)
- h) Committee on Purchase of York Downs and Tam O'Shanter Golf Courses (now dissolved)
- i) Committee on Convention Centre
- j) Committee to Review Council Procedural By-law
- k) Committee on the Old City Hall Gargoyles (now dissolved)
- l) Committee on the Rehabilitation of Exhibition Park.

In addition to this, the Metro Toronto Act requires the Council to appoint members on the following specialized Committees:

- a) Sinking Fund Committee
- b) Pension Fund Trustees Committee
- c) O'Keefe Centre Committee
- d) Appointments to C.N.E. Association.

This list of special committees is not exhaustive. Special Committees are created and abolished as often as needs arise and disappear. Rather, this list is intended to reveal the type of issue for which such committees are created.

## 2.6 The Chairman

### 2.6.1 General

The first Chairman of Metropolitan Toronto was appointed by the Provincial Government. Much of the traditional power and authority with which the Office of Chairman is endowed today can be traced to the precedents established by the first Chairman, Frederick Gardiner. As the only full time member of Council and the only member not officially representing one of the constituent municipalities, the Chairman has considerable power and authority which accrue, to some extent, from his daily contact with the administration.

### 2.6.2 Election

The Chairman is elected by Council. S. 5 of the Metro Toronto Act provides:

At the first meeting of Metro Council in each year after an election at which a quorum is present, the Metro Council shall organize as a Council and elect as Chairman one of the members of Council, or any other person, to hold office for that year and the two following years and until his successor is elected or appointed in accordance with this section.

Should Council fail to elect a Chairman, provision is made for the Lieutenant-Governor-in-Council to appoint one, as was done when Metro was first established in 1953. If the Chairman is a member of an area Council, he or she shall be deemed to have resigned that position as a member of an area Council on becoming Chairman.

Effective January 1st, 1973, the term of office for the Chairman became two years.

### 2.6.3 Powers and functions

Under S. 15 of the Metro Toronto Act, the Chairman is the head of the Metropolitan Council and the Chief Executive Officer of the Metro Corporation. The legislation does not define or set out the duties of a chief executive officer.

Under By-law 2798, S. 3 of Metro Toronto,

The Chairman shall be Chairman of the Executive Committee of the Council and ex officio a member of all Standing and other Committees of the Council and shall be entitled to vote as a member of all such Committees and shall have all the rights and privileges of a member of Council.

While there is no legislation outlining clearly and concisely the exact duties of the Office of Chairman, it is generally noted that the Office seeks to co-ordinate the legislative (Council) and administrative (department) arms of the Metro Corporation. Although in law and in fact the department heads and commissioners report through their respective committees of Council, there is considerable informal liaison between the Chairman and commissioners. It is also not uncommon to have department heads and/or deputy heads reporting directly to the Chairman's Office. This is in some measure a legacy left over from the tenure of the first Chairman who was responsible for the selection and recommendation of the first administrative heads of the Metro Corporation. The strong administrative rapport and the inherent political power of the Office are the characteristics which give the Office and its holder the means to assume a crucial role in the government of the Metro Toronto area.

The staff of the Chairman's Office consists of the Executive Director, the Research Director as well as a number of other staff. As the Chairman is frequently occupied with meetings and official functions, much of the day-to-day administration of the Office is performed by the Executive Director in the Chairman's name.

## 2.7 Overview of political structures

Essentially, the legislative function is fulfilled by Council in that Metro Council must approve all legislation. The Executive function is less clearly defined. Certainly, the Executive Committee has the most obvious role to play in preparation and presentation of Metro policy and administration but the role played by the Metro Chairman cannot be understated. While the formal links between the Chairman and the administration are limited, the informal communication that exists has given the Chairman a very strong influence in policy development within Metro. Again, the Chairman is the only full time member of Council whose loyalties are not divided between Metro and an area municipality.

### 3 Administrative structures

#### 3.1 General

The administrative structure of Metropolitan Toronto has no position such as a Chief Administrative Officer (although consideration is now being given to the establishment of such a position). Department heads report to appropriate Committees of Council which in turn report to Council through the Executive Committee. There is no Board of Commissioners. The task of co-ordinating departmental affairs falls to the Executive Committee and to the office of the Chairman.

Figure 2 illustrates overall organizational structure.

Figure 3 illustrates nature of administrative communications.

Table 13 is a list of heads of departments.

References to Budget Expenditures refer to net operating budget only.

#### 3.2 Metropolitan services (general administration)

##### 3.2.1 Audit Department

Audit Department reports to the Executive Committee.

The Metro Toronto Act S. 22 (1) provides:

The Metropolitan Council shall by by-law appoint one or more auditors who shall be persons licensed by the Department as municipal auditors...and...shall audit the accounts and transactions of the Metropolitan Corporation and of every local board of the Corporation.

The responsibilities of the Audit Department include ensuring no municipal department overdraws its appropriation, that each item of expenditure is charged only to the proper appropriation and that no illegal expenditures are made. The Metropolitan Auditor reports to the Ministry of Treasury, Economics and Intergovernmental Affairs and the Metro Council, as well as the Executive Committee and such

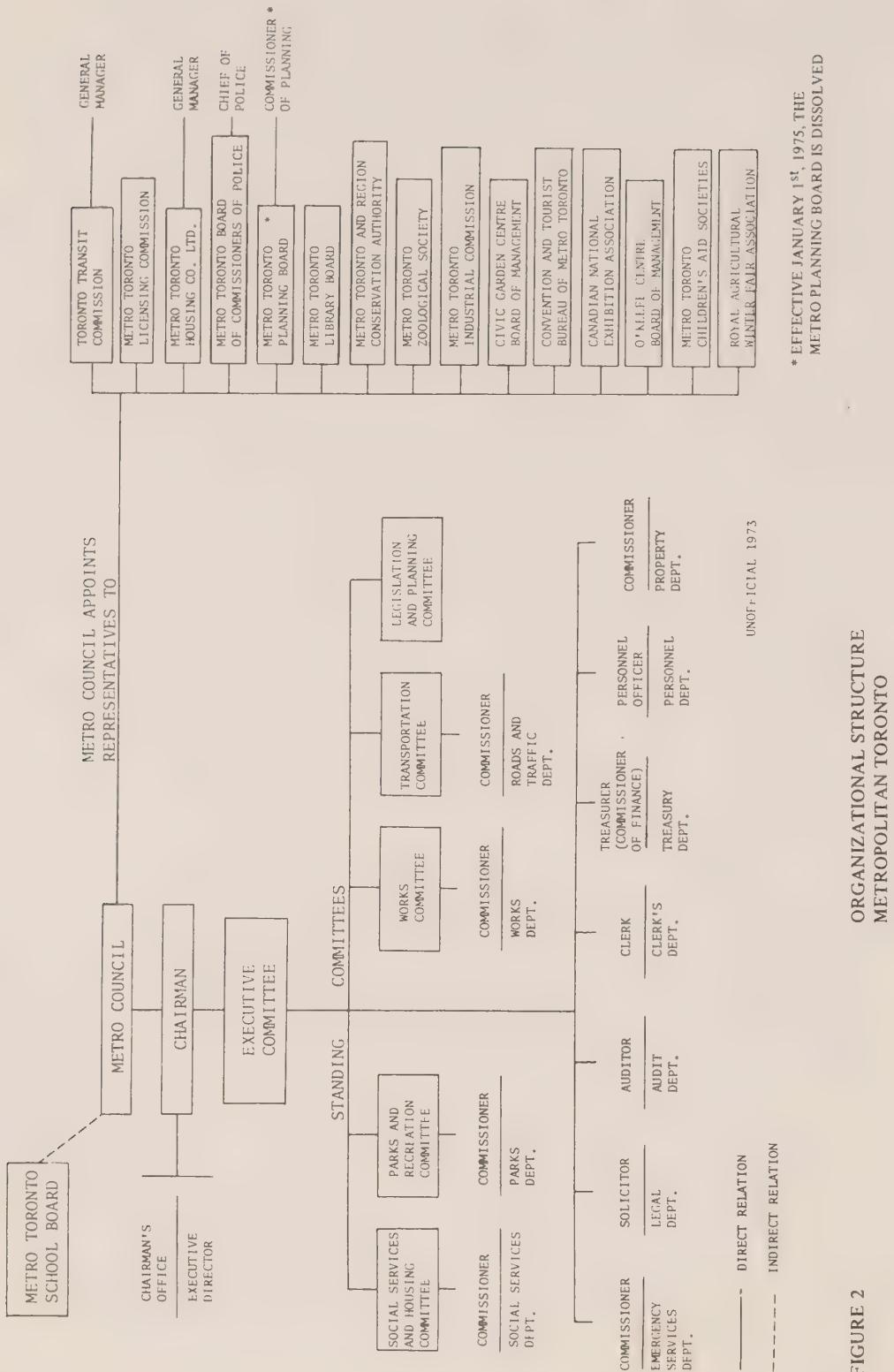
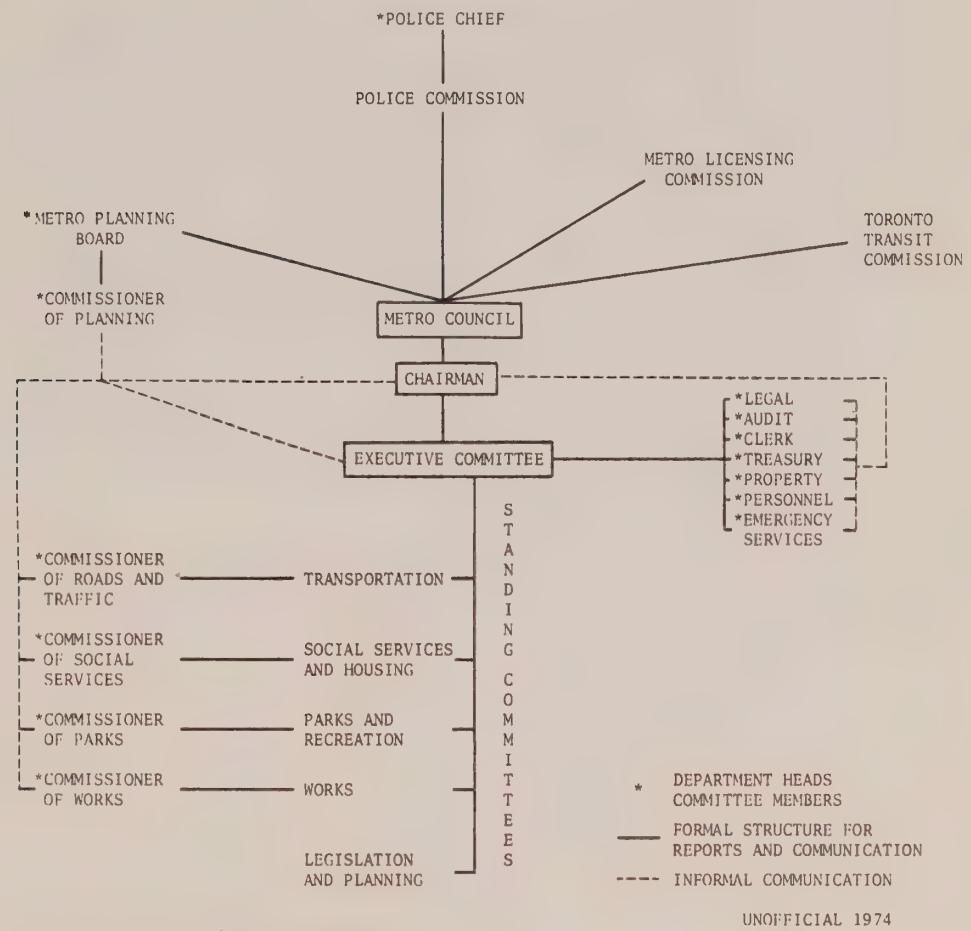


FIGURE 2

METROPOLITAN TORONTO - ADMINISTRATIVE STRUCTURE  
LINE OF COMMAND AND INFORMAL RELATIONSHIPS



- \* EFFECTIVE JANUARY 1<sup>st</sup>, 1975, THE METRO PLANNING BOARD IS DISSOLVED AND THE STAFF BECOMES PART OF THE METRO TORONTO PLANNING DEPT.

UNOFFICIAL 1974

**FIGURE 3**

## METROPOLITAN TORONTO ADMINISTRATIVE STRUCTURE

### Notes to Figure 3

Figure 3 is not intended to be a definitive statement of the exact nature of administrative relationships within the Metropolitan Corporation. Rather it is intended to illustrate that the formal line of command is not the only means by which communication takes place.

The Figure is not exhaustive. For instance, the Commissioner of Planning may report on occasion to the Transportation Committee or the Legislation and Planning Committee. The head of Emergency Services frequently reports to Committee on Social Services and Housing. Other paths of communication also exist but are too numerous to document here.

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Table 13 Metropolitan Toronto - Heads of Departments, 1974

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Chairman	- Paul V. Godfrey
Executive Director Chairman's office	- J. Kruger
Metropolitan Clerk	- G. M. Foster
Personnel Officer	- Vacancy
Metropolitan Auditor	- G. Cuthbertson
Commissioner of Emergency Services	- J. H. Pollard
Commissioner of Finance	- J. L. Pickard
Metropolitan Parks Commissioner	- T. W. Thompson
Commissioner of Planning	- J. Bower
Commissioner of Property	- B. M. Hemblen
Commissioner of Roads and Traffic	- S. Cass
Metropolitan Solicitor	- A. P. G. Joy, Q.C.
Commissioner of Social Services	- Vacancy
Commissioner of Works	- R. L. Clark
Chief of Police Metropolitan Toronto Police Force	- H. J. Adamson

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local boards as are concerned, the results of the audit of the following organizations:

- The Metropolitan Corporation
- The Metropolitan Waterworks System
- The Metropolitan Toronto School Board
- The Metropolitan Toronto Planning Board
- The Metropolitan Toronto Housing Company Limited
- The Toronto Transit Commission (and Gray Coach Lines Ltd.)
- The Metropolitan Toronto Sinking Fund
- The Metropolitan Toronto Pension Fund
- The Metropolitan Toronto Licensing Commission
- The Metropolitan Toronto Board of Commissioners of Police
- The Metropolitan Toronto Police Benefit Fund
- The Metropolitan Toronto Library Board
- The Civic Garden Centre Community Centre
- The Board of Management of the O'Keefe Centre
- The Metropolitan Toronto Zoological Society
- The Canadian National Exhibition Association

Budget (1974 Est.): \$563,156.

### 3.2.2 Clerk's Department

The Clerk reports to the Executive Committee.

The Metro Toronto Act provides, under S. 18, that:

- 1) The Metropolitan Council shall appoint a clerk, whose duty it is,
  - (a) to record truly in a book, without note or comment, all resolutions, decisions and other proceedings of the Metropolitan Council;
  - (b) when a recorded vote is requested by a member, to record the name and vote of every member voting on any matter or question;
  - (c) to preserve and file all accounts acted upon by the Metropolitan Council;
  - (d) to keep in his office, or in the place appointed for that purpose, the originals of all by-laws and of all minutes of the proceedings of the Metropolitan Council and its committees;
  - (e) to perform such other duties as may be assigned to him by the Metropolitan Council.

The Clerk also acts as Executive Secretary to Council and all its Committees, being responsible for keeping minutes, etc. The Clerk

prepares and distributes agenda for all meetings of all committees. The Clerk also acts as Social Secretary for the Corporation, making arrangements for visits by official dignitaries, etc. All bills read in Council are endorsed by the Clerk who is responsible for their correctness should they be amended.

Budget (1974 Est.): \$449,636.

### 3.2.3 Chairman's Office

The Office of the Chairman has primarily an administrative function but also a secretarial one. The heads of various departments regularly advise and consult with the Chairman through this office on an informal basis. The Office staff provide a continuous liaison between the Chairman and the various departments, the Metro Council members, the City and Boroughs and various other governmental and bureaucratic concerns.

The Metropolitan Information Office is a branch of the Chairman's Office which provides general information and performs a public relations function.

Budget (1974 Est.): \$285,237.

### 3.2.4 Legal Department

Reports to Executive Committee.

The Metro Solicitor is responsible for provision of all legal services required by the Metro Corporation, Metro Toronto Planning Board, and other local Boards. The duties of the Solicitor and his department include:

- giving advice and opinions regarding statutory powers of Council and its agencies;
- preparation of all by-laws for presentation to Council;
- conducting of litigation brought by or against the Metropolitan Corporation or its agencies;

- all legal work required in acquiring of real estate;
- preparation of construction contracts and all other agreements entered into by the Metro Corporation or its agencies.

Budget (1974 Est.): \$687,661.

### 3.2.5 Personnel Department

Reports to Executive Committee.

Under the direction of the Personnel Officer, the Personnel Department administers a centralized personnel programme servicing all Metro departments and the Metro Licensing Commission.

The Personnel Division handles recruitment, and administration of pay plans, hospital and medical schemes, etc.

The Personnel Department also performs a "Treasury Board" function insofar as the department has acquired extensive powers of review and approval in the area of personal or travel expenses incurred by officials of the Corporation.

Budget (1974 Est.): \$368,067.

### 3.2.6 Property Department

Reports to Executive Committee.

Under the direction of the Commissioner of Property, the Property Department performs the following functions:

- manages the real estate and property interests of the Metropolitan Corporation;
- through its Real Estate Appraisal Division, the department is responsible for the valuation of and negotiation for all real property to be acquired by the Metropolitan Corporation;
- through the Property Administration Division, the Department is responsible for the operation, maintenance and repair of all buildings owned by the Metropolitan Corporation.

Budget (1974 Est.): \$1,855,149.

### 3.2.7 Treasury Department

Reports to Executive Committee.

Under S. 20 (1) of the Metro Act:

The Metropolitan Council shall appoint a treasurer who shall keep the books, records, and accounts of the Metropolitan Corporation and who shall perform such other duties as may be assigned to him by the Metropolitan Council.

Metro Toronto By-law 2799 sets out the specific duties of the office of the Treasurer who is also the Commissioner of Finance.

As such, the Treasurer also serves as Chairman and Treasurer of the Sinking Fund, Treasurer of the Metro Toronto Pension Fund, the Metro Police Benefit Fund and the Metro Toronto Housing Company Limited.

As Commissioner of Finance and in accordance with Section 20 of the Metro Toronto Act, the Treasurer receives all municipal revenues, arranges temporary loans and short-term investments, dispenses payments for salaries, wages and general accounts. The Treasurer has custody of all legal documents, contracts, etc., unless otherwise specified by Council.

The Treasury Department is also responsible for preparation of budget information and annual financial statements. There are five divisions within the Treasury Department.

Budget (1974 Est.): \$1,370,321.

### 3.2.8 Emergency Services

The Commissioner of Emergency Services is responsible for emergency measures and for public ambulance service within Metro. Within the Department of Emergency Services, the Emergency Measures Division is responsible for the preparation of plans in the event of possible disaster and the co-ordination of municipal services in the event of such an occurrence. The Training Division conducts instruction courses in first aid, para-medical skills, rescue and communication.

The Ambulance Service Division dispatches radio equipped ambulances from various locations throughout the city. The central control complex of the Emergency Services Department maintains a twenty-four

hour a day communication complex linked with emergency facilities throughout the Metro area.

The Emergency Services Department formally reports to the Executive Committee. Although the Emergency Services is listed as an administrative department, it is in fact an operating department. The Commissioner frequently reports to the Social Services and Housing Committee.

Budget (1974 Est.): \$308,144.

### 3.2.9 Management Information Systems Department

The Management Information Systems Department, formerly a division within the Chairman's Office, became a separate department in 1974, reporting to the Executive Committee.

The Department performs data processing services for the departments of the Municipality of Metropolitan Toronto and the Metropolitan Toronto Police Commission. It operates on the basis of a "shared facilities" concept and consequently does not have a computer "in house".

Budget (1974 Est.): \$158,446.

## 3.3 Metropolitan services (operational)

These departments report to various Committees of Council and all have operational organizations. Those departments described above under 3.2 reported to the Executive Committee and tended to be staff departments only.

### 3.3.1 Social Services Department

Part XI, S. 150-173 of the Metro Toronto Act sets out the duties and jurisdiction of the Metro Corporation in the area of Health and Welfare services. For the most part, the Department of Social Services has jurisdiction in these matters.

Created in 1966 under the Metro reorganization, the Department of Social Services assumed all public welfare responsibilities previously a part of the local area responsibilities. The Department administers all welfare assistant programmes required by provincial

statute. It also provides hospitalization or nursing home care, post sanitarium care, homemakers and nurses services and burial for indigents. The Department operates day nurseries and institutional services such as hostels. The Social Services Department has financial arrangements with Children's Aid Societies within the Metro Area concerning the disposition of children who require such aid.

The Municipality of Metro Toronto is subject to the following provincial statutes within the field of health and welfare primarily administered through the Social Services Department: The Anatomy Act, the Day Nurseries Act, the Homemakers and Nurses Services Act, the Mental Hospitals Act, the War Veterans Burial Act, the Public Hospitals Act, the Sanatoria for Consumptives Act, the Public Health Act, the Homes For The Aged and Rest Homes Act, the Child Welfare Act, the General Welfare Assistance Act, the Training Schools Act.

Previously under the direction of a Commissioner of Housing, the Housing Department, now part of the Department of Social Services, directs the operation of all municipal "Homes for the Aged" in the Metropolitan Area. It is responsible for the management of the Metro Toronto Housing Company Limited and operates the Metro Toronto Housing Registry. The Commissioner of Social Services is General Manager of the Metro Toronto Housing Company which is responsible for Senior Citizens' Housing in Toronto. It administers tax subsidies and public housing cost-sharing agreements. The Housing Branch of Social Services also operates a Landlord and Tenant Advisory Bureau to provide information to landlords and tenants.

The Commissioner of Social Services reports to the Standing Committee on Social Services and Housing.

Budget (1974 Est.): \$32,765,648.

### 3.3.2 Metropolitan Parks Department

The Metro Parks Department was created under Metro By-law 231 effective April 5th, 1955. Under the direction of the Commissioner of Parks, the department operates a system of parks of approximately 7,085 acres of which 2,075 acres are owned by Metro and 5,010 are

owned by the Metropolitan Toronto and Region Conservation Authority.

In its initial policy statement in 1955, the Parks Department stated its prime function as the provision of regional recreation areas of broad appeal to large communities, areas with facilities not readily found in small municipal parks. The authority of the Parks Department and its jurisdiction is defined in sections 204-210 of the Metro Toronto Act. The Metro Parks Department maintains a close liaison with a number of agencies, other departments, private organizations and provincial bodies. Parks Departments representatives are found on the Canadian National Exhibition Association, Metro Toronto and Region Conservation Authority, Metro Toronto Zoological Society, Civic Garden Centre Community Centre as well as the Technical Advisory Committee on Parks and Recreation. This latter Committee consists of the following:

Metro Parks Commissioner

Metro Planning Commissioner

Metro Roads and Traffic Commissioner

Metro Works Commissioner

Metro and Region Conservation Authority officials.

Through the Commissioner of Parks, the Department is responsible to the Standing Committee on Parks and Recreation.

At the present time, a review is under way which will reconsider the role and function of the Metropolitan Toronto Parks System. The Committee which is conducting the review consists of Metro Parks Commissioner and the various commissioners of Parks and Recreation from each of the area municipalities.

Budget (1974 Est.): \$5,933,231.

### 3.3.3 Works Department

Under the Commissioner of Works, the Department of Works comes under the Standing Committee on Works.

The Works Department has five basic divisions:

a) water supply

- with a staff of 386, operates as a self-sustaining division which finances its needs through the sale of water to area municipalities at a rate of \$0.25/l,000 gallons (rate has not increased since 1967)
- pursuant to Part III, S. 28-48 of the Metro Toronto Act

b) water pollution control

- with a staff of 446, provides gravity feed trunk sewers and sewage treatment facilities for the Metro area and by mutual agreement to neighbouring areas
- pursuant to Part IV, S. 49-64 of the Metro Toronto Act

c) refuse disposal

- with a staff of 365, this division removes waste collected by area municipalities and disposes of it at incinerator and land fill sites
- pursuant to Part V, S. 65 of the Metro Toronto Act

d) engineering and planning

- responsible for the design of new systems and for planning for future needs
- staff of 96

e) general administration

- staff of 52, co-ordinates the activities of the above divisions.

The total Works Department staff is 1,345 permanent employees.

Works Department has representatives on several technical committees, e.g., Solid Waste Committee, Recycling Committee and the Public Utilities Co-ordinating Committee, involving local and Metro representatives. The Department also maintains a close liaison with area Works Departments.

Budget (1974 Est.): Expenditures

Refuse Disposal	\$ 9,723,366
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Water Pollution	\$21,268,373
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Water Supply (revenue deficit met from accumulated surplus of previous years)	\$ 1,528,836
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### 3.3.4 Roads and Traffic Department

The Metro Roads and Traffic Department is under the direction of a Commissioner who reports through the Standing Committee on Transportation. Part IV, S. 66-96 of the Metro Toronto Act sets out the specific responsibilities of the Corporation with regard to the Metro Road system. These responsibilities generally are part of the duties of the Department of Roads and Traffic.

In general, the Department is responsible for the planning, design, construction, and maintenance of Metro Roads and for the operation of the traffic control system.

The Department has four functional divisions:

- a) Planning and Design - staff of 48
- b) Operations - staff of 302
- c) Traffic - staff of 63
- d) Administration - staff of 42

The Department has representation on a number of Committees:

- a) Metro Toronto Public Utilities Co-ordinating Committee
  - a technical body with senior officials of Metro Roads and Traffic, all area municipalities and all local utilities.
- b) Metro Toronto Technical Transportation Advisory Committee
- c) Technical Advisory Committee on Parks and Recreation
- d) Metro Toronto Traffic Conference
- e) Metro Toronto Technical Traffic Committee

Budget (1974 Est.): \$32,012,205.

### 3.4 Overview of administrative structures

As has been indicated in the description of the administrative structures of Metro Toronto, there are a large number of co-ordinating committees which involve members of various Metro departments.

These bodies serve as an administrative superstructure in particular areas of administrative concern and represent a means of planning and implementing public policy in a co-ordinated, efficient manner.

In particular, in addition to those committees described in 3.2 and 3.3, the Department Heads Committee consisting of all eleven heads of Metro Departments, the Commissioner of Planning and the Metro Police Chief meets every two weeks to discuss and resolve administrative problems.

There is also, at the present time, movement toward a review of the entire Metropolitan Government. Such a review is likely to consider the creation of a position of Chief Administrative Officer among other changes. The purpose of the review would be to bring the Metropolitan Government more closely in line with the new Regional Systems of Government.

## 4 Intermediary structures

Reference is made herein to those boards, associations, commissions and special purpose authorities which are to some degree operationally autonomous. Some such bodies are of mixed government; that is, they have both elected and appointed officials among their ruling body. Others are composed of fully appointed or fully elected members. Appointments to these bodies are made by Metro Council on the recommendation of the Executive Committee except where otherwise indicated. Some serve in an advisory role while others have an operative department for which they are responsible.

### 4.1 Metropolitan Toronto Board of Commissioners of Police

#### 4.1.1 Composition

The Board of Police was created in 1957 to oversee the operation of the newly unified Metropolitan Toronto Police Department (pursuant to the Police Act and the Metro Toronto Act, Part XII, S. 174-186). The Board is composed of the following:

- a) the Metro Chairman
- b) one member of Metro Council appointed by Metro Council
- c) a judge of the county court of the Judicial District of York designated by the Lieutenant-Governor-in-Council
- d) a provincial judge under the Provincial Court Act designated by the Lieutenant-Governor-in-Council
- e) one person who is not qualified to be appointed or designated under clauses a, b, c, d appointed by the Lieutenant-Governor-in-Council.

#### 4.1.2 Powers and duties

The Board of Commissioners of Police is responsible for the policing and maintenance of law and order within Metropolitan Toronto. The

Board is responsible for the administration of the Metropolitan Toronto Police, the members of the force being subject to governance of the Board.

#### 4.1.3 Structure of the Metropolitan Toronto Police Force

Under the direction of the Chief of Police, the Police Force is divided into three basic areas of operation: Administrative Operations, Staff Operations and Field Operations. Geographically, there are five Districts and a total of 18 Divisions within the Metropolitan Area. As of December 31st, 1972, there was a total of 4,951 including 585 civilian staff.

#### 4.1.4 Finances

In 1974 the budget estimates for Police totalled \$68,764,694. in net expenditures. This budget is prepared by the Board and presented to Metro Council for approval. If Metro Council does not approve the Budget, the Board can appeal to the Ontario Police Commission which has the final say in Police expenditures in the Province.

Thus the Board is responsible for its own budget which must be approved by Metro Council. The Board may appeal however to the Ontario Police Commission. The finances of the Board are audited by the Metropolitan Auditor.

#### 4.1.5 Status of the Board

Although nominally identified as a local board, the Police Commission is a special purpose body regulated by the Police Act and the Ontario Police Commission. The Lieutenant-Governor-in-Council is empowered to make regulations governing all aspects of police forces in municipalities.

## 4.2 Metropolitan Licensing Commission

### 4.2.1 Composition

The Commission was established under Part XIII, S. 187-195 of the Metro Toronto Act. The Commission is composed of the following:

- a) the Chairman of the Metro Council or his delegate
- b) two persons appointed by Metro Council who are not members of the Council of an area municipality.

### 4.2.2 Powers and duties

The Metropolitan Toronto Licensing Commission is regulated by By-law 88-69 passed in June, 1969, by Metro Council. The Commission is a regulatory body which administers standards and regulations for the licensing of businesses and trades within Metro Toronto.

### 4.2.3 Structure of the Commission

Although there is no provision for the employment of staff in the Metro Toronto Act, the Commission has appointed an Administrator. There are two operating branches, the Issuing Branch and the Enforcement Branch.

### 4.2.4 Finances

The 1974 Budget Estimates of Metro Toronto indicated proposed Net Revenue by the Commission of \$844,600., mostly from sale of licenses. The Budget of the Commission must be approved by Metro Council and any revenues are considered revenue of the Corporation. The Metropolitan Auditor audits the finances of the Commission.

### 4.2.5 Status

The Commission submits requests for changes regarding its functions to the Legislation and Planning Committee of Council, which holds hearings and recommends amendments to Council.

At the present time, consideration is being given to abolition of the Commission and shifting of its duties elsewhere in the Metro Administration.

#### 4.3 Metropolitan Toronto Library Board

##### 4.3.1 Composition

The Library Board is an eleven member body composed of the following (pursuant to Part IX, S. 146 of the Metro Act):

- a) one person appointed by the Council of each area municipality who shall be resident in the area municipality and who may be a member of a public library board;
- b) the Chairman of the Metro Council or his representative;
- c) one person appointed by the Metro Toronto School Board who shall be resident in the Metro Toronto area;
- d) one person appointed by the Metro Separate School Board who shall be resident in the Metro Toronto area;
- e) two persons appointed by Metro Council.

The term of office is three years.

##### 4.3.2 Powers and duties

The Board is a regional library board under the Public Libraries Act, 1966, and the Municipality of Metropolitan Toronto Amendment Act, 1966. The Board has a fundamental task of improving standards of library service in the region by providing a plan for co-ordinating and developing the library service.

The Board acts as a co-ordinator of services provided by local library boards. It operates certain centralized facilities including the Municipal Reference Library.

##### 4.3.3 Structure of the Board

The Board hires its own employees who are the responsibility of the Board.

#### 4.3.4 Finances

The Board prepares its budget and submits it to Metro Council for approval. The Metro Corporation may also acquire land for the purposes of the Board. The finances of the Board are audited by the Metropolitan Auditor.

#### 4.3.5 Status

The Metro Library Board, although dependent on the Municipality for financing, is also supervised by the Provincial Library Council.

### 4.4 Metropolitan Toronto Hospital Planning Council

The Council was established in 1965 to advise the Ministry of Health regarding the effective use of hospital facilities and services in Metro Toronto. The future of this Council is currently under discussion in recognition of the desire of the province to create regional health planning councils.

### 4.5 Toronto Transit Commission

#### 4.5.1 Composition

The Toronto Transit Commission (T.T.C.) is a body corporate consisting of not more than five nor fewer than three appointed members. Members are appointed by Metro Council for three years (or, if an appointee is also a member of Metro Council, for the elected term of office) on a staggered basis. Members must be residents and ratepayers of an area municipality and may be reappointed.

#### 4.5.2 Powers and duties

The T.T.C. is a corporate body under Part VII, S. 97-115 of the Act. S. 104 of the Act sets out the powers and duties of the Commission:

On and after the 1st day of January, 1954, the Commission,

- a) shall consolidate and co-ordinate all forms of local passenger transportation within the Metropolitan Area, with the exception of steam railways and taxis, and shall plan for the future development of such transportation so as to best serve the inhabitants of the Metropolitan Area;
- b) has and may exercise, with respect to the entire Metropolitan Area, all the powers, rights, authorities and privileges with respect to the operation, construction, maintenance, extension, alteration, repair, control, and management of local passenger transportation which the Former Commission had with respect to any part of the Metropolitan Area on the 31st day of December, 1953;
- c) has and may exercise all the powers, rights authorities and privileges with respect to the construction, maintenance, operation, extension, alteration, repair, control and management of local passenger transportation systems heretofore or thereafter conferred upon or exercisable by the Council Corporation of any area municipality, and such powers, rights, authorities and privileges shall not be exercised by any area municipality or its council or by the Metropolitan Corporation or the Metropolitan Council.

Specific Powers are set out in S. 105:

(1) The Commission has, in particular, but not so as to restrict its general powers and duties, the following powers and duties:

- a) to construct, maintain, operate, extend, alter, repair, control and manage a local transportation system within the Metropolitan Area by means of surface, underground or overhead railways, tramways or buses, or any other means of local transportation except steam railways or taxis;
- b) to establish new local passenger transportation services in the Metropolitan Area as and when required and to alter, curtail or abolish any services if the Commission considers it desirable to do so;

- c) if the Commission considers it desirable, to establish, construct, manage and operate parking lots for the parking of vehicles in connection with its local passenger transportation system, and to charge fees for parking therein;
- d) subject to Section 106, to fix such tolls and fares and establish such fare zones so that the revenue of the Commission shall be sufficient to make all transportation facilities under its control and management, self-sustaining, after providing for such maintenance, renewals, depreciation, debt charges and reserves as it may think proper;
- e) to purchase, lease, acquire, and use any real or personal property for its purposes, but the Commission shall not acquire any property that is to be paid for by moneys raised on the issue of debentures of the Metropolitan Corporation unless the approval of the Metropolitan Council has been first obtained;
- f) to make requisitions upon the Metropolitan Corporation for all sums of money necessary to carry out its powers and duties.

#### 4.5.3 Structure

The Commission operates the public transit system for Metropolitan Toronto and area. It operates 105 transit routes with 1,986 vehicles and 6,905 employees. It also owns and operates a subsidiary, Gray Coach Lines Ltd., with bus routes extending beyond the Metro area.

The T.T.C. is involved in both operation and planning of transit in Metro Toronto and is participating in the Metropolitan Toronto Transportation Plan Review discussed below in Part II B Urban Transportation.

#### 4.5.4 Finances

As a local board, the T.T.C. is required to prepare and submit a financial statement to Metro Council each year. An independent auditor prepares a financial statement and the Metropolitan Auditor prepares an annual report on the Commission for Metro Council.

The T.T.C. is not empowered to borrow funds for capital works but must obtain funds through debentures issued by the Metropolitan Corporation. The Metro Corporation is now empowered to make contributions to both capital expenditures of the Commission and operating costs. The Province of Ontario has, since 1971, provided financial assistance to municipalities for expenditures incurred in funding public transportation. Thus, the T.T.C. is no longer fully self-sustaining.

#### 4.5.5 Status

The role of the T.T.C. is discussed further in relation to Urban Transportation in Part II below. However, it should be noted that the current status of the T.T.C. as an independent Board is being reviewed.

Since the Metropolitan Corporation has chosen to assume much of the operating and capital deficit incurred by the T.T.C., it is felt that Metro Council should have greater control over the operations of the Commission. Accordingly, a number of alternatives are being considered.

#### 4.6 Metropolitan Toronto Planning Board

On June 24th, 1974, Bill 89, An Act to amend the Municipality of Metropolitan Toronto Act, received Royal Assent. As a result of this Act, the Metropolitan Toronto Planning Board was abolished effective December 31st, 1974. The duties and responsibilities of the former Planning Board are assumed by the Metropolitan Toronto Council effective January 1st, 1975. The staff and facilities of the Metropolitan Toronto Planning Board became the new Metropolitan Toronto Planning Department.

The present Commissioner of Planning will continue to head the new Planing Department. The Commissioner will report to a new standing Committee of Metro Council.

The Powers and Duties of the Planning Board as described under 4.6.2 below are essentially the powers and duties transferred to Metro Council. The structure of the Planning Board staff described on page 172 under 3.1 remains essentially the same.

#### 4.6.1 Composition

The Metro Planning Board consists of the following:

- seven members appointed for three years by resolution of the Metro Council who are not members of a municipal council;
- one member who is not a member of a municipal council from each of the subsidiary planning boards of the six area municipalities;
- two members appointed annually recommended by the Metropolitan Toronto School Board;
- one member appointed annually recommended by the Metro Separate School Board;
- one member from each of five Standing Committees of Metro Council;
- the Chairman of Metro Council, ex officio.

Total - 22 members plus the Chairman.

Members are appointed by Metro Council subject to approval by the Minister of Treasury Economics and Intergovernmental Affairs.

#### 4.6.2 Powers and duties

The Planning Act (R.S.O. 1970, C. 349) details the duties of Planning Boards in Ontario. Section 12 states:

(1) Every Planning Board shall investigate and survey the physical, social and economical conditions in relation to the development of the planning area and may perform such other duties of a planning nature as may be referred to it by any council having jurisdiction in the planning area, and without limiting the generality of the foregoing, it shall,

- a) prepare maps, drawings, texts, statistical information and all other material necessary for the study, explanation and solution of problems or matters affecting the development of the planning area;
- b) hold public meetings and publish information for the purpose of obtaining the participation and co-operation of the inhabitants of the planning area in determining the solution of problems or matters affecting the development of the planning area;
- c) consult with any local board having jurisdiction within the planning area;
- d) prepare a plan for the planning area suitable for adoption as the official plan thereof and forward it to the Councils of the municipalities affected thereby, and recommend such plan to the council of the designated municipality for adoption.

- e) recommend from time to time to the councils of the municipalities in the planning area the implementation of any features of the official plan of the planning area; and
- f) review the official plan from time to time and recommend amendments thereto to the council of the designated municipality for adoption.

Sections 199 to 203 of the Municipality of Metropolitan Toronto Act (as amended June 24th, 1974) set the powers, duties and other responsibilities of Metropolitan Toronto in the area of Planning.

The Metro Planning Board is an advisory body which submits policy and other recommendations to Metro Council or such Committees of Council as may request information. The staff of the Planning Board is hired, fired and paid by the Board and reports to the Commissioner of Planning in all matters, although technical advice may be given directly to departments or committees concerned. The Board also serves as a co-ordinating body for planning and development among Metro departments and agencies. The Commissioner appears before public meetings and may speak to the Ontario Municipal Board if so requested by Metro or the O.M.B.

#### 4.6.3 Structure

The Board appoints an Executive Committee composed of the Chairman and Vice Chairman of the Planning Board elected from among the members, the Chairman of Metro Council and four members elected annually by the Board, from among members of the Board.

The Executive Committee makes recommendations concerning general administration and personnel, including the Board's budget estimates; considers and reports on the work program proposed by the Planning Commissioner; recommends appointment of the Planning Commissioner, Secretary-Treasurer, Deputy Commissioner, and Deputy Secretary-Treasurer.

The Board meets on the third Wednesday of the month and occasionally in special session. The Board will hear deputations appealing local rulings.

#### 4.6.4 Finances

The Metropolitan Planning Board submits its budget to Metro Council

for approval. Council may vary or amend the estimates. The finances of the Board are audited by the Metropolitan Auditor.

The 1974 Estimates of the Board called for net expenditures of \$1,738,000.

#### 4.6.5 Status

The status of the Board is being reviewed in light of recent legislation which has changed the Planning Act and created new Regional Municipalities where planning powers are vested in the Council, not on appointed Board.

The Metro Planning Board is discussed below in Part II A: "Urban land use planning."

#### 4.7 Metropolitan Toronto and Region Conservation Authority

##### 4.7.1 Composition

The Conservation Authority is a joint provincial-municipal body consisting of 55 members:

- 3 members (including the Chairman) appointed by the Provincial government;
- 26 members appointed by Metro Toronto government;
- 26 members appointed by other municipalities within the jurisdiction of the Authority.

##### 4.7.2 Powers and duties

The Conservation Authority receives its authority from the 1968 Ontario Conservation Authorities Act. Its jurisdiction covers some 1,000 square miles (see Figure 4).

Its functions include:

- a) construction and operation of recreational areas
- b) conservation and flood control works
- c) conduct of surface water conservation program
- d) regulation of filling of river valleys
- e) advising the province on land use application
- f) making land available for construction and operation of recreational facilities by municipalities
- g) co-ordination of water quality objectives with recreational works in river valleys.

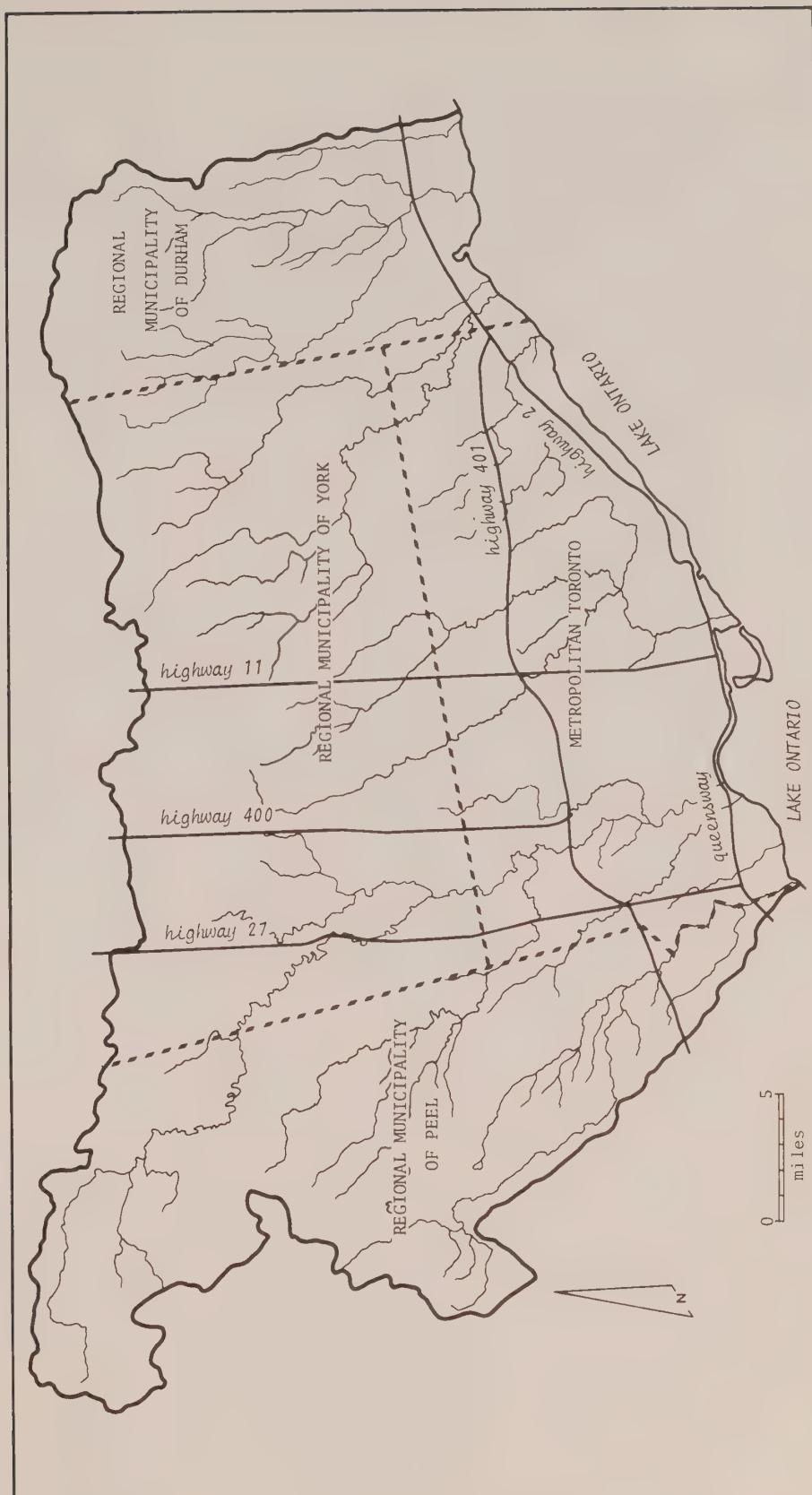


FIGURE 4 METROPOLITAN TORONTO AND REGION CONSERVATION AUTHORITY

FIGURE 4

#### Special projects:

##### Waterfront Plan for the Metropolitan Toronto Planning Area

In November 1970, the Authority was given responsibility for implementation of the waterfront redevelopment plan in Metro Toronto. To this end a Waterfront Advisory Board and a Development Task Force were established. These were bodies with representatives from a number of municipal structures whose jurisdiction overlapped the proposed area of the Waterfront redevelopment plan (see also Part II of this study).

#### 4.7.3 Structure

Figure 5 outlines the organizational structure of the Conservation Authority. As a corporate body, the Authority employs its own staff.

The Authority elects an 11-member Executive Committee.

#### 4.7.4 Finances

The Authority raises operating and capital funds through a levy on its member municipalities. The apportionment of costs is based on its assessment of benefits accruing to the constituent municipalities from specific works. The M.T.R.C.A.'s levy is based on population distribution within member municipalities.

The Province and the member municipalities each contribute 50% to the cost of Authority's programs.

With its large population, Metro Toronto contributes 95% of the municipal half of the Authority's financing. Large flood control projects receive aid from the Government of Canada as well.

#### 4.7.5 Status

With the creation of regional governments in Peel, Durham and York, there is some question about the future status of the Conservation Authority.

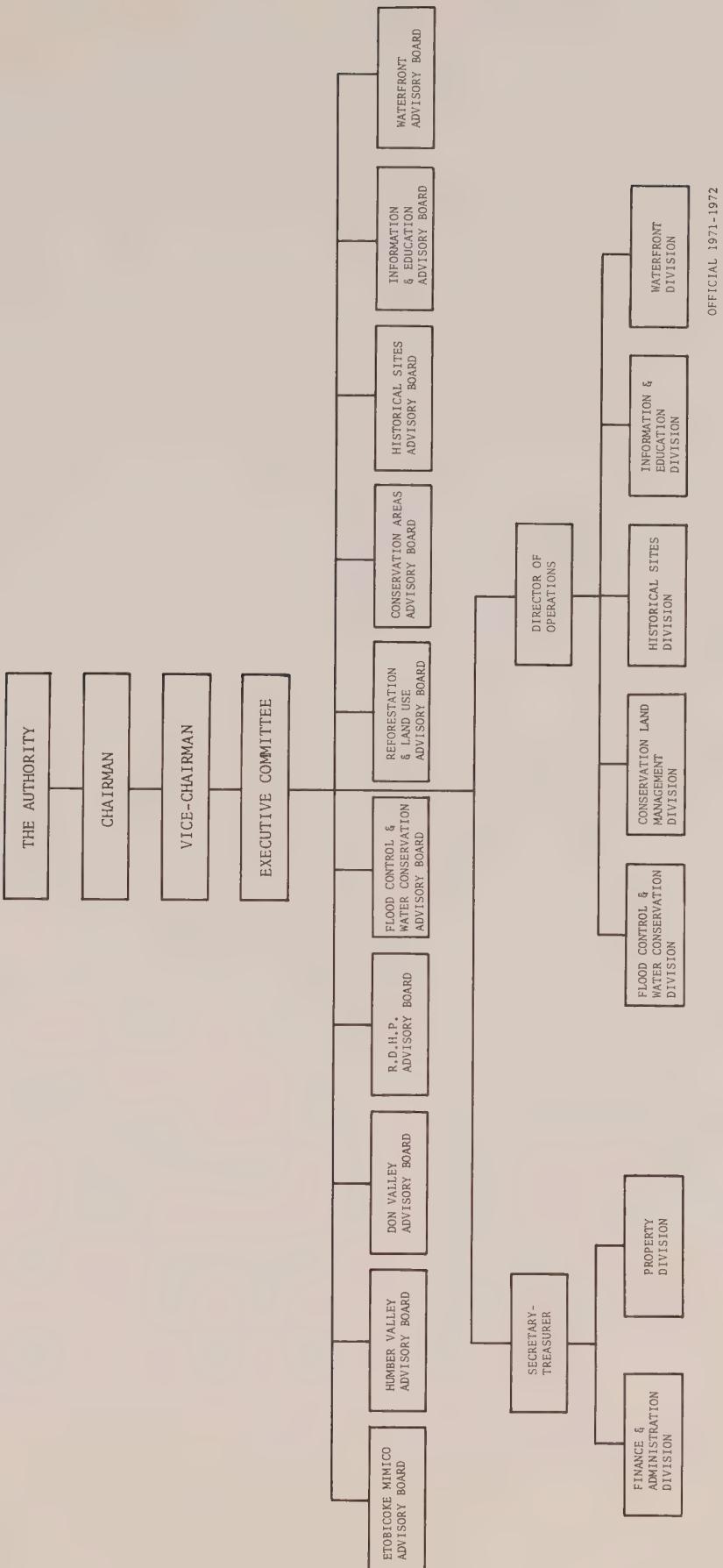


FIGURE 5 METROPOLITAN TORONTO AND REGION CONSERVATION AUTHORITY  
ORGANIZATIONAL CHART

## 4.8 Metropolitan Toronto Zoological Society

### 4.8.1 Composition

The Society is a non-profit corporation established in 1969 to develop and manage the Metropolitan Toronto Zoo. It grew out of the Citizens' Advisory Committee which was an informal group assisting the Metro Parks Department in planning for the new zoo.

The Society is composed of its membership from which a Board of Directors is elected. An Executive Committee of the Board of Directors manages day to day affairs. The Metro Chairman, Mayor of Scarborough, the Chairman of the Metro Toronto and Region Conservation Authority and the Metro Parks Commissioner are ex-officio members of the Board of Directors.

### 4.8.2 Powers and duties

The agreement signed by Metro Toronto with the Society provides that the Society would be entrusted with the operation of the Metro Zoo upon its completion. The Society assumes responsibility for its operation and maintenance once the site is complete. Metro retains ownership of the site and all exhibits, however acquired.

The Society is not a local board and as such is independent of Metro Toronto.

### 4.8.3 Structure

The Society will employ such staff as is necessary for the operation and maintenance of the Zoo.

### 4.8.4 Finances

Under the Agreement, the Society must submit an annual budget to Council for approval and cannot incur debts or borrow money without Metro Council approval. The finances of the Society are audited annually by the Metropolitan Corporation.

#### 4.8.5 Status

The Metropolitan Corporation maintains control over the Society through budget approvals and ownership of the site. The agreement may be cancelled by either party upon two years notice.

### 4.9 Canadian National Exhibition Association

#### 4.9.1 Composition

The Association membership totals 198. This includes: 66 municipal representatives, 44 manufacturing and industrial representatives, 44 agricultural representatives and 44 representatives of general and liberal arts.

The Board of Directors includes Ministers of Federal and Provincial Departments or their alternates, the Metro Chairman, the Mayor of Toronto, ten more municipal representatives and seven representatives each from the four other groups - a total of 38.

#### 4.9.2 Powers and duties

Originally incorporated in 1879, the Association has the power to hold exhibitions for promotion of industries, arts and sciences.

It is responsible for the maintenance of the C.N.E. grounds and acts as agent for Metro Toronto in the operation and maintenance of C.N.E. facilities. The land and buildings which constitute the C.N.E. grounds are owned by Metropolitan Toronto.

An agreement with Metro Toronto grants the Association exclusive use of lands and buildings owned by Metropolitan Toronto. It also specifies that the Association is responsible for conducting, managing and operating an annual exhibition.

The agreement may be cancelled by either side on two years' notice and will be reviewed in 1976.

#### 4.9.3 Structure

As a corporate body, the Association employs its own staff. Its Board of Directors is empowered to make by-laws governing the operation of the Association.

#### 4.9.4 Finances

The Association must annually submit its estimates to Metro Council and is required to turn any surplus over to the Metro Corporation. The annual statement of the Association is audited by the Metropolitan Auditor.

#### 4.9.5 Status

The Association is bound by the terms of the agreement with Metro Toronto to adhere to general policies set by the Metropolitan Council. Maintenance of the grounds and construction of new facilities is the responsibility of Metro. The relationship of Metro Toronto to the C.N.E. Association is covered under Section 207 of the Municipality of Metropolitan Toronto Act. The C.N.E. Association is itself covered under special provincial legislation.

### 4.10 O'Keefe Centre For the Performing Arts

#### 4.10.1 Composition

The O'Keefe Centre for the Performing Arts is operated by a Board of Management composed of not less than 3 nor more than 7 members appointed by Metro Council who cannot be members of Metro Council or an area Council. The term of office is determined by Council.

#### 4.10.2 Powers and duties

The Board is a corporate body with power to operate, manage and maintain the Centre as a theatre and auditorium.

#### 4.10.3 Structure

The Board is not a local board of the Metropolitan Corporation and employs its own staff.

#### 4.10.4 Finances

The land on which the O'Keefe Centre was built was purchased by Metro in 1968 for \$2,750,000.00. For an additional \$1.00, Metro acquired the building.

The Board submits its budget to Metro Council for approval and its accounts are audited by the Metropolitan Auditor. Annual surpluses are paid to Metro and Metro Council must approve any borrowing by the Board.

#### 4.10.5 Status

Consideration is presently being given to possible leasing of the Centre to private interests.

### 4.11 Metropolitan Toronto School Board

#### 4.11.1 Composition

Established under Part VIII, S. 116-144 of the Metro Toronto Act, the Metro School Board oversees the financial affairs of the various local Boards of Education. Under S. 121 (1) the Board is composed of the following:

- a) the Chairman from each of the six local Boards of Education;
- b) in addition,
  - one member of and appointed by the Board of Education of the Borough of Etobicoke plus an alternate;
  - three members of and appointed by the Board of Education of North York;
  - two members of and appointed by the Board of Education of the Borough of Scarborough;
  - five members of and appointed by the Board of Education of the City of Toronto;
  - (- one alternate from each of the Boards of Education of East York and York - who cannot vote)

c) three representatives appointed by the Metro Separate School Board.

The total is twenty members plus three alternates.

From the members, a Chairman is elected who serves for one year.

The members of the Local Boards of Education are elected on a ward basis at the same time as regular municipal elections are held and are subject to similar voting qualifications. Their term of office is two years.

The School Board meets twice a month during the school year and once a month during the summer.

#### 4.11.2 Powers and duties

The School Board is assigned powers and duties under the Secondary Schools and Boards of Education Act (R.S.O. (1970), c. 425). The powers and duties are specifically set out in S. 127 of the Metro Toronto Act. In general, the Board co-ordinates local School Board budgeting and overall education programs.

#### 4.11.3 Structure

The Board has four Standing Committees, Academic, Building and Sites, Finance and Chairman's. The Board also delegates representatives to the following bodies:

The Committee of Board Chairman

The Advisory Committee Schools for Retarded Children

Joint Planning Committee with the Metropolitan Separate School Board

French Advisory Committee

The Arts Liaison Committee

Metro Toronto Educational Television Committee

The Advisory Committee for the Study of Educational Facilities

Advisory Council of Directors (of Education)

Metro Toronto Library Board

Canadian National Exhibition Association

Metro Toronto Planning Board.

#### 4.11.4 Finances

The Metro School Board determines funds to be made available to local school boards through the general education levy of Metro Toronto. The Provincial Ministry of Education sets ceilings on per pupil expenditures. All capital debt is the responsibility of the Metro School Board.

The Metro Corporation collects the levy of the Metro School Board. The Metropolitan Auditor audits the accounts of the School Board.

#### 4.11.5 Status

Each local school board retains considerable autonomy in its operations but must depend on the Metro School Board for financing. The Metro School Board is essentially independent of Metro Council.

### 4.12 Metropolitan Separate School Board

#### 4.12.1 Composition

Trustees are elected by Separate School Supporters from each of 21 wards within the Metropolitan area.

#### 4.12.2 Powers and duties

The Separate School Board is governed by the Secondary Schools and Boards of Education Act. Essentially, the Board has power to provide a complete primary school program from junior kindergarten to grade 8 and a secondary program to grade 10.

#### 4.12.3 Structure

The Separate School Board forms such committees and internal structures as are necessary and expedient.

#### 4.12.4 Finances

The Separate School levy is levied by area municipalities. The Board also receives provincial grants. In 1972 the Separate School Board budget was \$63,024,437.

#### 4.12.5 Status

The Separate School Supporters of Metro Toronto also elect representatives to local Boards of education. Each taxpayer may choose freely which School Board he will support.

### 4.13 Metropolitan Toronto Housing Company Limited

#### 4.13.1 Composition

The Company was incorporated as a private company in 1954 to construct and manage housing accommodation. It has a Board of Directors of which four members are Metro Councillors.

#### 4.13.2 Powers and duties

The Housing Company has the power to purchase or lease land, to construct, hold and manage housing accommodation and recreational or commercial facilities associated with rental housing accommodation, to demolish or convert buildings into rental projects, to lease in whole or in part lands acquired, and to acquire and convert into housing accommodation existing buildings.

Metro Council has used the Housing Company primarily to build and manage housing for elderly persons.

#### 4.13.3 Structure

The Company appoints a General Manager, the Metro Commissioner of Social Services. The Metropolitan Treasurer, Solicitor and Auditor serve as treasurer, solicitor and auditor of the Company.

#### 4.13.4 Finances

The Housing Company has share capital of \$1,000,000 divided into 10,000 shares of \$100. each. The number of shareholders, exclusive of employees, is limited to fifty; the public is excluded. There are seven shareholders in the Company. Five are members of the Board of Directors, one is the general manager and one is vacant.

Project costs are subsidized by a 50/50 split between Metro and the Federal Government. The Company acts as agent of the Metro Corporation in such projects.

#### 4.13.5 Status

Initially, the Housing Company was formed to take advantage of loans offered by Central Mortgage and Housing Corporation. The federal government at that time required that municipalities establish a separate limited dividend entity to qualify for loans.

### 4.14 Metropolitan Industrial Commission

#### 4.14.1 Composition

The Commission was originally incorporated under Provincial Charter in 1929 to promote economic development. Membership is based on subscription. The Board of Directors consists of 15 people, one of whom is appointed by Metro Council annually.

#### 4.14.2 Powers and duties

The Commission is primarily an information service providing economic and related statistical information to firms wishing to locate in the Metro Toronto area.

#### 4.14.3 Structure

The Commission employs its own staff. Its operations are directed by an Executive Committee of the Board of Directors.

#### 4.14.4 Finances

The Commission submits its budget to Metro Council each year. Metro has entered into a five year agreement (ending 1974) to provide yearly grants of up to \$100,000 under section 242 of the Metro Toronto Act. The Commission is also financed by subscriptions from private industries and grants from other municipalities.

### 4.15 Convention and Tourist Bureau of Metropolitan Toronto

#### 4.15.1 Composition

Originally incorporated as a non-profit organization in 1926, the Bureau had 530 members in 1973. The Board of Directors consists of 45 members including the Metro Chairman and Mayors of all area municipalities. There is an Executive Committee of 28 members.

#### 4.15.2 Powers and duties

The Bureau acts as a Regional Tourist Council under authorization of the Ontario Ministry of Industry and Tourism. The Bureau provides tourist information and services in the Metro Area.

#### 4.15.3 Structure

The Bureau employs its own staff. The Executive Committee is responsible for operation and management of the Bureau.

#### 4.15.4 Finances

Metro Toronto provides grants totalling about three quarters of the Bureau's budget.

#### 4.15.5 Status

The Bureau operates independently of the Metro Toronto Corporation despite the fact that Metro Toronto paid three quarters of the Bureau's budget in 1973.

#### 4.16 Civic Garden Centre

##### 4.16.1 Composition

Originally established as a corporation without share capital to promote gardening, horticulture and conservation, the Civic Garden Centre directors and two members of Council were appointed as a Board of Management to take advantage of provincial grants under the Community Centres Act. One Metro appointee is the Chairman of the Parks and Recreation Committee and the other is a member of Metro Council from the Borough of North York.

##### 4.16.2 Powers and duties

The Civic Garden Centre disseminates information on horticulture to residents of Metro Toronto. The Board of Directors of the Civic Garden Centre also forms part of the Board of Management of the Civic Centre Building in Edwards Gardens.

##### 4.16.3 Structure

The Centre manages its own affairs.

##### 4.16.4 Finances

The cost of maintaining the Civic Garden Centre Building is assumed by the Metro Parks Department.

##### 4.16.5 Status

Ownership of the Civic Garden Centre Building remains with Metro Toronto.

#### 4.17 Other special purpose authorities

##### 4.17.1 Royal Agricultural Winter Fair Association

The Association is responsible for holding an Annual Exhibition in

buildings in Toronto Exhibition Park. The Association is a corporate body whose membership is drawn from agricultural associations across Canada. The Association is independent of Metro Toronto except for the agreement concerning use of the Exhibition Park facilities and Metro representatives (The Metro Chairman and Metro Commissioner of Parks) who sit on its Board of Directors and Executive Committee.

#### 4.17.2 Children's Aid Societies

Two Societies, the Children's Aid Society of Metropolitan Toronto and the Catholic Children's Aid Society of Metropolitan Toronto, were established under the Child Welfare Act to provide services in Metro Toronto. The Societies are operated by a Board of Directors, four Metro Council members being appointed. The Societies are special purpose agencies established and controlled by the Province.

Metropolitan Toronto will contribute the following to the Children's Aid Societies:

	1974 Estimates (Net Expenditures)	1973 Actual (Net Expenditures)
Children's Aid Society of Metropolitan Toronto	\$ 4,665,653	\$ 4,126,558
Catholic Children's Aid Society of Metropolitan Toronto	\$ 2,371,109	\$ 2,260,560
Other Children's Aid Societies	\$ 11,000	\$ 9,951
Total	<hr/> \$ 7,047,762	<hr/> \$ 6,397,069

## B The City of Toronto

### 1 General information

Much of the factual detail concerning the City of Toronto has been discussed in the opening section to the Metropolitan Toronto study. Those details will not be repeated here.

It should be noted that the City of Toronto is historically and geographically the heart of the Metro Toronto area. While its population has grown little in the past eight years, it has retained its dominance in terms of business and commercial development.

Toronto is in the midst of a review of its planning and development policies and has only recently passed a resolution and by-law which will limit high-rise development within the City for two years. In the interim an extensive review is underway to decide the kind of City Toronto will be.

Toronto's governmental structure, like that of the Borough of East York, is distinguished from the governments of the other Boroughs by the lack of a Board of Control. In Toronto, only the Mayor is elected at large.

## 2 Political structures

### 2.1 General

The City of Toronto's political system can be characterized as a Council-Executive Committee system. There are 23 members of Council elected, two from each of eleven wards, and the Mayor elected at large. There are four standing committees as well as the Local Board of Health, the Executive Committee and a number of special purpose committees.

Figure 6 illustrates boundaries and wards of the City.

### 2.2 Elections

#### 2.2.1 Electors

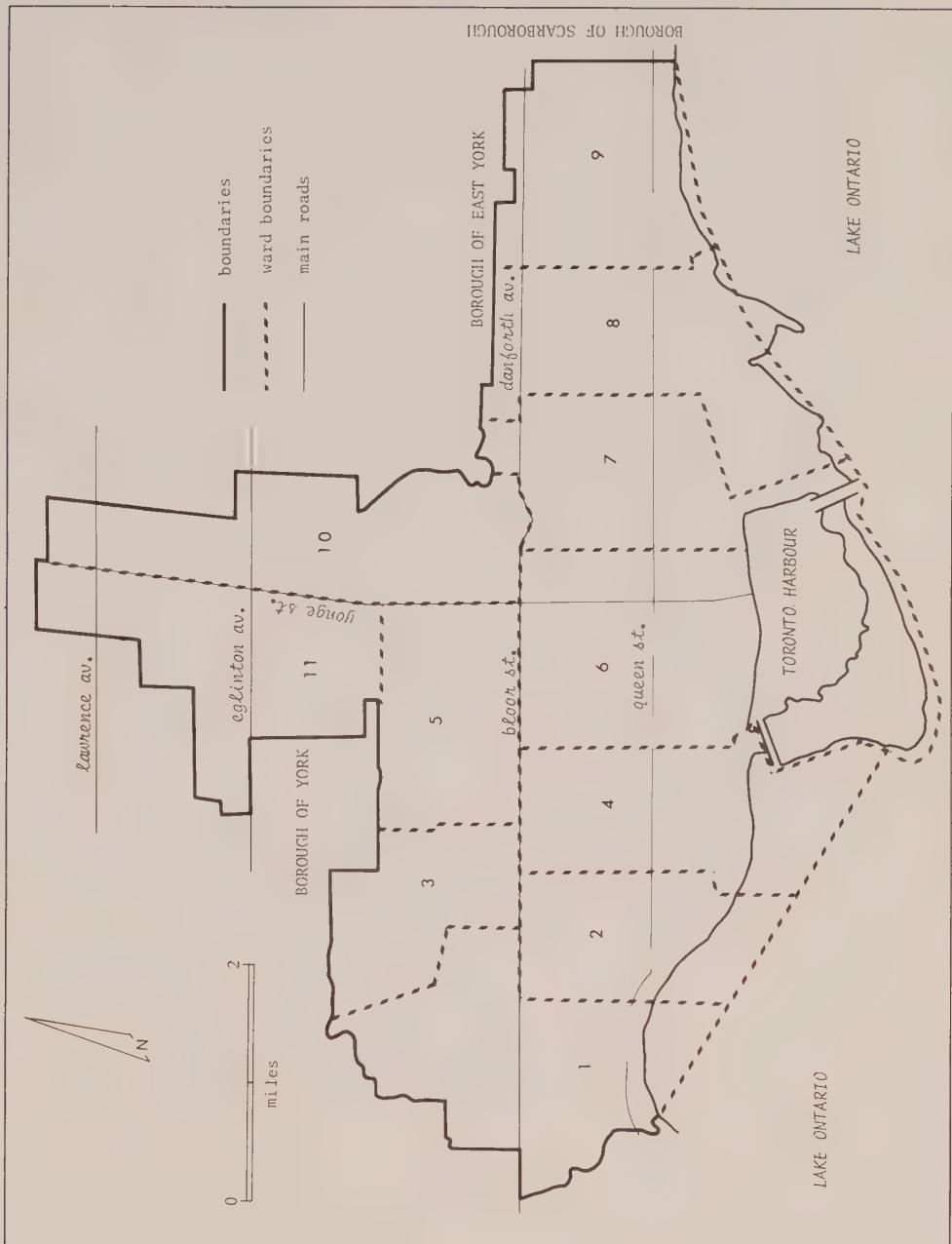
The qualifications of persons to vote in the city elections are the same as those described above in our section 2.2 on Metro Toronto. Since Metro Council members are elected indirectly from the area municipalities, the qualifications for voters in elections and on money matters are the same in each municipality, being based on Provincial Statutes.

#### 2.2.2 Qualifications of candidates

As with electors, qualifications are described by Provincial Statute. See section 2.2.2 of Metro Toronto.

#### 2.2.3 Election procedures

As has been mentioned in section 2.2.3 of the study of Metro Toronto's political structures, elections are held on the first Monday in December in each election year. Elections are held every two years. The procedures outlined in s. 2.2.3 of the Metro study apply generally to Toronto.



Each of eleven wards elects two aldermen. Voters may cast their ballot for any two candidates but may not vote for one candidate more than once. The candidate receiving the most votes is referred to as the Senior Alderman. The candidate receiving the second largest plurality of votes is referred to as the Junior Alderman.

Referendums may appear on the ballot but are not binding. School trustees are elected at the same time.

The Mayor is elected by a general vote of the entire electorate.

#### 2.2.4 Municipal political parties

There is no official recognition of municipal political parties. However, unsuccessful attempts have been made to develop strong municipal parties in the Toronto area.

Table 14 shows municipal election results in the City of Toronto.

### 2.3 City Council

#### 2.3.1 Members

As has been mentioned, City Council is composed of 22 aldermen plus the Mayor. Senior aldermen are automatically the City's representatives, along with the Mayor, on Metro Toronto Council. The senior aldermen are eligible to be elected to the Executive Committee of Toronto.

Council as a whole is the legislative body of the City of Toronto and is ultimately held responsible for the operation and management of the City.

Table 15 provides a list of members of City Council.

#### 2.3.2 Term of office

Effective January 1st, 1973, all members of Council hold office for two years. It should be noted, however, that on December 5th, 1973, City Council voted to ask the Provincial Government to return to a three year term of office.

Table 14 City of Toronto - Municipal Election Results - Dec. 4, 1972

Ward	Net total names on voters list	Total number voted	%	(1)		(2)		(3)	
				voted	Total votes for senior alderman	Total votes for junior alderman	Total votes for present mayor		
1	39,987	19,997	50.0		10,313	9,229	7,209		
2	37,624	13,540	35.9		5,156	3,222	3,904		
3	24,989	9,634	38.5		4,967	4,459	2,326		
4	26,634	8,926	33.5		3,053	3,021	1,880		
5	43,120	18,166	42.1		12,873	11,612	9,769		
6	44,737	16,151	36.1		7,395	7,155	7,959		
7	43,722	15,945	36.4		10,572	9,962	6,655		
8	36,467	13,260	36.3		7,275	6,874	4,835		
9	43,050	18,681	43.3		10,452	5,645	8,141		
10	53,093	27,113	51.0		20,099	14,085	15,952		
11	50,693	27,913	55.0		14,525	11,207	14,023		
Total	444,116	189,326	42.6		-	-	82,653		

Notes: (1) Net total names on voters list refers to total of occupants, non-residents, names added by appeal and strike-off's.

(2) Total votes for senior alderman refers to number of votes cast for candidate eventually to be declared elected who received most votes.

(3) Total votes for junior alderman refers to number of votes cast for candidate eventually declared elected who received second largest number of votes.

(4) Total votes for present mayor refers to number of votes cast for candidate eventually declared elected as mayor (David Crombie).

Table 14 (con't) - City of Toronto - Municipal Election Results - Dec. 4, 1972

For purposes of comparison:						% of electors voting by ward		
Year	Net total names on voter's list	Total No. voted	% voting	Ward	1970	1967	* There were only nine wards in 1967.	
1970	426,439	164,188	38.5	1	41.4	34.8		
				2	33.0	35.5		
				3	40.0	39.7		
1967	-	164,490	38.0	4	34.5	31.9		
				5	38.4	38.2		
1965	-	147,999	35.4	6	29.2	34.1		
				7	33.3	41.3		
				8	37.5	38.1		
				9	42.6	45.1		
				10	42.5	*		
				11	47.3	*		

Table 15 City of Toronto - Members of Council 1974-76

## Mayor - David Crombie

	Senior aldermen	Junior aldermen
Ward 1	William Boytchuk	Elizabeth Eayrs
Ward 2	Tony O'Donohue	Ed Negridge
Ward 3	Michael D'Arcy Goldrick	Joseph Piccininni
Ward 4	Art Eggleton	George Ben
Ward 5	Colin Vaughan	Ying Hope
Ward 6	Dan Heap	Allan Sparrow
Ward 7	John Sewell	Janet Howard
Ward 8	Fred Beavis	Tom Clifford
Ward 9	Reid Scott	Dorothy Thomas
Ward 10	William Kilbourn	John Bosley
Ward 11	David Smith	Anne Johnston

## Committees (1974)

(Chairmen's names are underlined)

## Public Works Committee

Aldermen Boytchuk, Negridge, Goldrick, Ben, Vaughan, Heap,  
Jaffary, Clifford, Thomas, Kilbourn, Smith.

## Building and Development

Aldermen Eayrs, Chisholm, Piccininni, Eggleton, Hope, Archer,  
Sewell, Beavis, Scott, Pickett, Johnston.

## Parks and Recreation

Aldermen Boytchuk, Negridge, Piccininni, Ben, Hope, Heap,  
Beavis, Sewell, Scott, Kilbourn, Johnston.

## Urban Renewal

Aldermen Eayrs, Chisholm, Goldrick, Vaughan, Archer, Jaffary,  
Clifford, Thomas, Pickett, Smith.

## Executive Committee (1974-76)

Mayor Crombie, Aldermen Kilbourn, Scott, Smith, Eggleton.Council meets every second Wednesday.

Other committees generally meet at least every two weeks.

### 2.3.3 Meetings

Pursuant to the Metro Toronto Act, s. 6 (2), the first Council Meeting after elections is held not later than the 8th of January. Council meets every second Wednesday at 10:00 a.m. after that. The Municipal Act, (R.S.O. (1970), c. 284) s. 190 (1) provides that all meetings will be open to the public except meetings of Council as a Committee including a Committee of Whole, which may be closed to the public.

### 2.3.4 Powers and functions

The Municipal Act (s. 242) provides,

Every Council may pass such by-laws and make such regulations for the health, safety, morality, and welfare of the inhabitants of the municipality in matters not specifically provided for by this Act as may be deemed expedient and are not contrary to law, and for governing the proceedings of the Council, the conduct of its members and the calling of meetings.

The jurisdiction of the City Council is confined to the area of the municipality and such powers as the Council shall exercise will be exercised by by-law.

Essentially, City Council is the legislative body for the municipal organization. It receives reports and proposals on all civic matters and translates those reports, proposals and recommendations into legislation. In the course of that consideration, reports and recommendations may be debated as to their individual merits and their consistency with past legislation and current municipal public policy.

The Council may defer action until more information is available or it may approve or reject proposals with or without further reports.

Agenda for Council are prepared by the Clerk.

## 2.4 Executive Committee

### 2.4.1 Members

The City of Toronto Act 1968-69 No. 2 provides that:

There shall be an Executive Committee of the Council composed of the Mayor and four aldermen who are members of the Council of the Municipality of Metropolitan Toronto.

The Mayor is the Chairman of the Executive Committee.

Council elects the four aldermanic members of the Executive Committee from among eleven senior aldermen (who are members of Metro Council).

Having been elected, the members of the Executive Committee are not subject to recall by Council. A member who resigns from the Executive Committee is deemed to have resigned from Council.

### 2.4.2 Term of office

Members of the Executive Committee hold office for the duration of their time on Council - two years.

### 2.4.3 Meetings

The Executive Committee meets each Wednesday at 9:15 a.m.

### 2.4.4 Powers and functions

In 1968-9, it was decided by City Council that Board of Control should be abolished and that an Executive Committee of Council should be created in its place. A prime reason for this was the increasing cost of waging a City-wide election campaign as those nominated to Board of Control had to do. There was also a consensus that the Executive Committee would be more representative of Council.

Under the Act, the Executive Committee has all the powers and duties of a board of control. The Executive Committee:

- prepares budget estimates
- awards contracts

- inspects municipal works
- nominates officers of the Corporation
- dismisses department heads
- prepares and submits to Council all by-laws
- considers and submits to Council all reports from standing committees
- supervises the carrying out of the orders of Council
- generally, reports on such matters as may from time to time be referred to it by Council.

Decisions of the Executive Committee in matters of finance and personnel cannot be overturned in Council except by a two-thirds vote of the members.

One member of the Executive sits on each Standing Committee, usually there are two.

The 1974 City of Toronto Executive Committee consists of:

David Crombie (Mayor) Chairman of the Executive  
Karl Jaffary (Ward 7)  
William Kilbourn (Ward 10)  
Reid Scott (Ward 9)  
Art Eggleton (Ward 4).

While there is no formally constituted internal organization of the Executive Committee, a certain division of responsibilities has been accepted by the members in which Alderman Eggleton has assumed responsibility for the budget and general finances, Alderman Jaffary has assumed responsibility for personnel and civic organization and Alderman Scott has been involved in the Metro Centre development proposal.

With regard to appointment of representatives to the various committees of Council and local boards, commissions and associations (see section 4 below), the Executive is responsible for making recommendations in most instances. General policy is to make specific recommendations where the particular appointment will involve a facility where a great deal of financing is required. In such

circumstances there is concern that the individual appointed be well equipped to deal with such matters. In other instances, where the appointment is less influential, the Executive leaves the choice to Council or to the Standing Committee.

The Executive members generally have a much larger work load than other members and may spend up to thirty hours a week attending formal meetings alone.

## 2.5 Committees of Council

### 2.5.1 General

As provided under City by-laws, a Special Committee is formed following each municipal election to recommend to Council the members for each Standing Committee. The members of such a Special Committee are to be the alderman in each ward who has the longest record of service to the City or, that being equal, who has received the most votes. The Mayor is not involved.

Each Standing Committee elects a Chairman for a term of one year. The Chairman may be removed by a vote of the majority of the members of the Committee.

Under By-law 33-67 (amended), S. 84,

(1) It shall be the duty of the Committees:

- a) to report to Council on all matters connected with their duties or referred to them by the Mayor or Council and recommend such action as they deem necessary;
- b) to report to Council the number of meetings:
  - (i) called during the year
  - (ii) at which a quorum was present
  - (iii) attended by each member of the Committee;
- c) forward to the incoming Committee for the following year any matter undisposed of.

Reports and recommendations referred to in clauses a) and b) of this section shall be forwarded to Council through the Executive Committee.

#### 2.5.2 Committee on Public Works

The procedural by-law of the City states that,

It shall be the duty of the Committee on Public Works to study and report to Council on all matters relating to the services performed by the Department of Public Works, and without limiting the foregoing, this shall include matters relating to: a) public highways, bridges, subways, and sewers...; b) highway traffic regulation; c) surveying; d) engineering; e) street cleaning and snow removal; f) water distribution except matters relating to water revenue; g) public lighting of highways and parks; h) collection of ashes, garbage and rubbish; i) construction of public works required for the services rendered by the Department.

In 1973, the Committee on Public Works usually met every second

Monday at 10:00 a.m.

#### 2.5.3 Committee on Buildings and Development

The by-law states,

It shall be the duty of the Committee on Buildings and Development to study and report to Council on:

- a) all matters relating to the enactment or enforcement of by-laws dealing with the construction, alteration and safety of buildings and structures;
- b) all matters relating to the enactment and enforcement of restricted area or zoning by-laws;
- c) subject to s. 90 (a) of this by-law, matters relating to the redevelopment of lands under the Planning Act;
- d) the issue of dry cleaning and other licenses and permits under the administration of the Department of Buildings; and
- e) all matters relating to the services performed by the Department of Buildings.

In 1973, the Committee on Buildings and Development usually met every second Monday at 2:00 p.m.

#### 2.5.4 Committee on Parks, Recreation and City Property

The by-law states,

It shall be the duty of the Committee on Parks, Recreation and City Property to study and report to Council on:

- a) all matters connected with the areas set apart for public parks or squares and the gardens, walkways, roadways, concessions and buildings in actual use for park purposes, and to prevent encroachments on such areas;

- b) all matters connected with the fencing, ornamenting, and preservation of parks, works, gardens, squares, walks or roadways in public parks, including works connected therewith as authorized by Council;
- c) all matters relating to regulating, governing and permitting concessions in public parks and public recreation and community centres;
- d) all matters relating to planting, preservation and removal of trees in public parks, on public highways and in public recreation and community centres;
- e) all matters relating to the services performed by Department of Parks and Recreation; and
- f) all matters relating to the maintenance and operation of other buildings and property of the Corporation, except where such maintenance and operation have been entrusted by Council to any other committee or authority,...

In 1973, the Parks and Recreation Committee usually met every second Thursday at 10:00 a.m.

#### 2.5.5 Committee on Urban Renewal, Housing, Fire and Legislation

The by-law states,

It shall be the duty of the Committee on Urban Renewal, Housing, Fire and Legislation to study and report to Council on:

- a) notwithstanding section 88 (b) of this by-law, all matters relating to urban renewal under the National Housing Act, 1954;
- b) all matters relating to housing and to by-laws establishing standards of housing;
- c) all applications for legislation; and
- d) all matters relating to the services performed by the Fire Department.

#### 2.6 Mayor

##### 2.6.1 Election

The Mayor is the only member of Council elected at large in the City.

##### 2.6.2 Term of office

The Mayor is in office for two years.

### 2.6.3 Powers and functions

The Municipal Act provides that,

The Warden of a county, the Mayor of a city or town and the Reeve of a village or township is the head of the Council and the chief executive officer of the corporation.

Accordingly, the Mayor presides at all Council meetings and any special meetings that may be called. He or she has one vote.

The Mayor is Chairman of the Executive Committee and ex officio a member of all standing committees. The Mayor is a member of Metro Council and the Metro Executive Committee.

The Mayor also holds a number of honourary positions with various organizations.

Since the election in December, 1972, the role of the Mayor has changed slightly. Mayor Crombie has introduced additional staff into the Mayor's office on a contract basis for his term of office to handle research and policy development. As a result, the Mayor has had an expanded role within the City structure in terms of the development of policy in areas such as housing and planning. The present political situation with Council and to some extent within the Executive Committee has also enhanced the political power of the Mayor. On occasion, Council has split, in terms of voting, almost evenly, eleven to eleven, and as a result the Mayor has had a deciding vote in many crucial issues.

The Mayor is the symbolic "head" of the City government both because of the titular tradition of office and the fact that the Mayor is the only member of Council elected at large in the City. Accordingly, the Mayor is the City's best known representative and therefore can be most effective in dealings with other officials or other levels of government.

### 3 Administrative structures

#### 3.1 General

Within the City of Toronto civic organization, lines of communication travel from department heads (Commissioners) and deputy heads to either the Executive Committee or the various Standing Committees of Council. All reports to Standing Committees go eventually to the Executive Committee and both the Executive Committee and Standing Committee reports then go to Council.

The Executive Committee functions as a co-ordinating body for the administration.

Very recently, the City of Toronto Council accepted as a general policy the decentralization of its administrative structure. In particular, the City of Toronto Planning Board and the Development Department have been in the forefront of this decentralization.

As a result of the Neighbourhood Improvement Program (a joint federal-provincial-municipal undertaking designed to improve urban housing), the Planning staff and the Development Department have established eleven district or area offices in the eleven N.I.P. classified areas. These offices have a staff including a site planner who work with local residents in ascertaining their needs and carrying out projects.

It is the intent of the City to expand this program to include other departments and services.

Effective October, 1973, the total permanent establishment of the City administration was 5,285 (supernumerary and temporary and casual staff not included). The Planning Board had an additional staff of 147.

Figure 7 which follows, outlines the overall organization of the administration. Table 16 provides an overview of the budget allocations to the various administrative departments. Table 17 provides a list of department heads.

Budget references refer to operating budget only.

### 3.2 Municipal services (administrative)

These services report to the Executive Committee except where otherwise provided in law.

#### 3.2.1 Audit Department

Duties: The responsibilities of the Auditor are to audit the books and accounts of the various city departments, of the City Corporation and the Local Boards and Commissions and report the results of these audits to City Council, to the Ministry of Treasury, Economics and Intergovernmental Affairs and to Boards, Commissions, etc. concerned.

Structure and organization: Under the City Auditor, the Audit Department has three audit groups (City accounts, Local Boards, and Disbursement and Audit Administration), with a total staff of 30.

Budget (1973 Est.): \$437,415 (total gross expend.).

#### 3.2.2 City Clerk's Department

Duties: The City Clerk's Department has as its primary functions the administration of civic elections and assessment rolls, marriage licenses, vital statistics, city records, city archives, central mailing, city advertising, city Council minutes and by-laws. The Department also provides transportation and secretarial services for Council, public information and arranges civic functions.

S. 71 of By-law 33-67 (amended) of the City states,

It shall be the duty of the City Clerk:

- a) to attend or cause an assistant to attend all meetings of the Standing and Special Committees of the Council;
- b) to keep or cause to be kept full and accurate minutes of the meetings of all the Committees of Council;
- c) to forward a copy of all resolutions, enactments and orders of the Council and Committees to those concerned in order to give effect to same; and
- d) to forward all reports of Committees to the Executive Committee so that the same may be considered by the Committee and forwarded to the Council at the next regular meeting.

The Clerk is responsible for correctness of all bills passed by Council should they be amended. Along with the Mayor, the Clerk signs such bills and is responsible for the custody of them.

Structure and organization: The City Clerk's Department is under

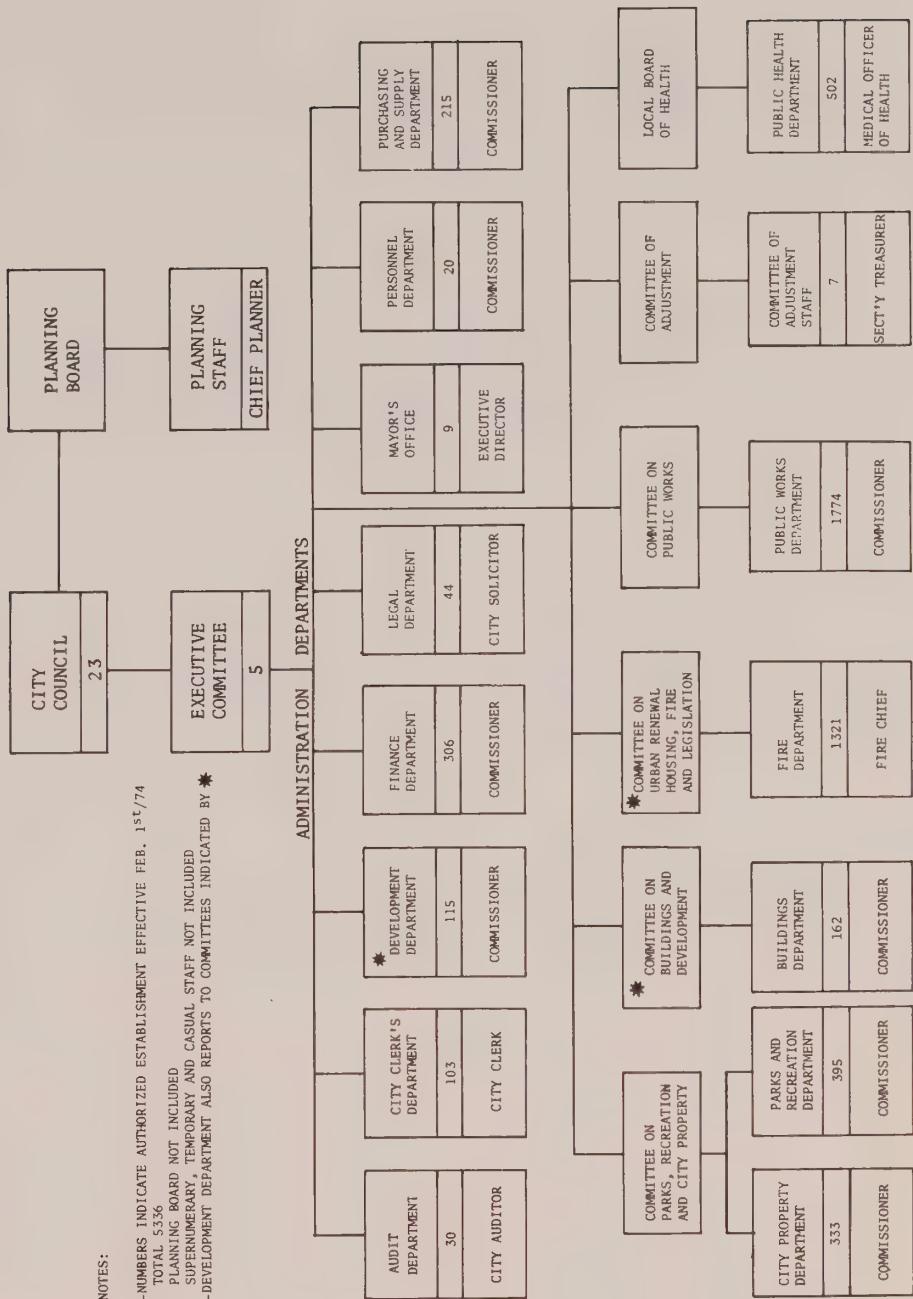


FIGURE 7 CITY OF TORONTO CIVIC ORGANIZATION

Table 16 City of Toronto - Budget Summary (operating)

Department/Service	1972 Actual gross Expenditures	1973 Estimated gross Expenditures	1972-3 Increase or (Decrease)	1973 (Estimated) Personal Serv. Expenditures
City Council	480,978	648,181	167,203	338,422
Audit Department	420,756	437,415	16,659	388,696
City Clerk's Department	1,860,958	1,762,601	(98,357)	941,350
Development "	1,400,894	2,094,370	693,476	824,838
Finance Department	3,156,680	3,414,118	257,438	2,050,892
Legal "	747,353	822,904	75,551	584,175
Mayor's Office	120,409	185,315	64,906	110,448
Personnel Department	313,165	342,131	28,966	269,692
Purchasing & Supply Department	858,622	965,696	107,074	795,825
Real Estate Department (1)	248,589	244,351	( 4,238)	207,917
City Surveyor's Department (3)	1,335,406	1,397,036	61,630	763,940
Budget & Accounts " (2)	873,184	929,278	56,094	807,145
Streets Department (3)	13,446,480	14,731,791	1,285,311	9,578,047
Buildings "	3,137,922	3,511,709	373,787	2,937,056
Committee of Adjustment	108,564	121,880	13,316	101,647
City Property	7,303,784	8,206,215	902,431	4,460,690
Fire Department	18,403,188	19,799,725	1,396,537	16,838,837
Parks & Recreation Department	9,697,213	11,460,730	1,763,517	7,827,402

This table is a summary of general budget expenditure estimates (1973). It is neither comprehensive nor exhaustive. It is intended to illustrate the size and range of expenditure for the City of Toronto.

Table 16 City of Toronto - Budget Summary (Con't)

Department	Actual gross Expenditures	1972	1973	(Decrease) or increase	Estimated Personal Services
		Estimated gross Expenditures	1972-3		
Public Health	5,932,775	6,502,243	569,468	5,581,246	
Public Works	8,998,033	9,692,724	694,691	4,468,322	
Total general services	83,231,672	92,602,240	9,370,568	59,967,587	
Net City expenditures for special services					
Toronto Public Library Board	3,847,570	4,058,285	210,715		
City Planning Board	1,182,177	1,745,218	563,041		
Toronto Harbour Commission	719,734	747,577	27,843		
Toronto Historical Board	324,954	380,636	55,682		
Toronto Arts Foundation	422,660	275,000	(147,660)		
St. Lawrence Centre	74,950	256,239	181,289		
George Bell Arena	28,976	5,620	( 23,356)		
Forest Hill Arena	(28,796)	12,134	—		
Ted Reeve Arena	32,667	5,550	( 27,117)		
South Stanley Park	18,471	15,333	( 3,138)		
W. H. Bolton Arena	11,598	10,837	( 761)		
McCormack Arena	40,258	26,120	( 14,138)		
North Toronto Arena	507	—	( 507)		
Total special services	6,675,726	7,538,549	862,823		

Table 16 City of Toronto - Budget Summary (Con't)

Department	1972 Actual gross Expenditures	1973 Estimated gross Expenditures	1972-3 (Decrease) or Increase
Total general services	83,231,672	92,602,240	9,370,568
Total debt charges	21,149,957	21,219,838	69,881
Total special services	6,675,726	7,538,549	862,823
 Total expenditures for City of Toronto purposes	111,057,355	121,360,627	10,303,272

Totals do not reflect sum of entries listed since the list is incomplete.

- (1) Real Estate Department is now part of Property Department.
- (2) Budget and Accounts Department is now part of the Finance Department.
- (3) City Surveyor's Department and Streets Department are now part of Public Works Department.

Table 17 City of Toronto - Heads of departments (as of February 1, 1973)

D. A. Barker, A.R.I.B.A., A.M.T.P.I., A.I.P.	Chief Planner and Executive Director
G. T. Batchelor	City Clerk
R. M. Bremner, P.Eng., F.I.C.E.	Commissioner of Public Works
W. R. Callow, Q.C.	City Solicitor
W. M. Campbell	Commissioner of Finance and City Treasurer and Acting Commissioner of Budgets and Accounts
C. R. Chambers	Chief of Fire Department
J. F. Connor, B.Com., C.A.	City Auditor
D. G. Emstie	Commissioner of Development
I. B. Forrest	Commissioner of Parks and Recreation
R. G. Humphrey	Commissioner of Personnel
D. G. Judd, C.P.P.O.	Commissioner of Purchasing and Supply (Acting) Commissioner of Buildings
R. Hadley	Medical Officer of Health
G. W. O. Moss, M.D., D.P.H.	City Property Commissioner
H. Wooding	Commissioner of Housing
M. Dennis	

the direction of the City Clerk and his Deputy. There is a staff of 103 broken into three divisions, Elections, Licensing and Statistics, Administration and Records and Special Services. The Clerk's Department is presently being reorganized.

Budget (1973 Est.): \$1,762,601 (total gross expend.).

### 3.2.3 Development Department

Duties: The Development Department promotes and assists commercial, industrial and municipal development programs, implements and co-ordinates community renewal and improvement programs and develops community and public relations. The Development Department works closely with the Planning Board.

Structure and organization: The Development Department operates under a Commissioner of Development who reports to the Executive Committee and also to the Standing Committees on Buildings and Development and Urban Renewal, Housing, Fire and Legislation. The Department has five basic divisions, Commercial Development Community Renewal, Research and Information, Administrative Services, and Housing Standards, and a total staff of 115.

Budget (1973 Est.): \$2,094,370 (total gross expend.).

### 3.2.4 Finance Department

Duties: The functions of the Finance Department are the billing and collection of taxes; investment of pension funds; short and long term financing; studies of departmental organization and procedural manuals; operation of the Data Processing Centre; the co-ordination and provision of basis for analysis of financial estimates and statements supporting current and capital programs; provision of routine budgetary controls and maintenance of the City's Accounts records and payroll distribution system.

Structure and organization: The Department is the responsibility of the Commissioner of Finance who is also the City Treasurer. The Department has a total permanent staff of 306 broken into five basic divisions, Organization and Methods, Administration, Treasury, Budget and Accounting.

Budget (1973 Est.): \$3,414,118 (total gross expend.).

### 3.2.5 Legal Department

Duties: The Legal Department provides legal services and advice to the Executive Committee, City Council, various Committees and City Departments, Board of Health and other local boards; and represents the City in court.

S. 72 of By-law 33-67 (amended) states,

It shall be the duty of the City Solicitor:

- a) to examine all reports of the Executive Committee and Committees and notices of motion before Council and to report whenever any matter contained therein is beyond the power of the Executive Committee or a Committee or Council, or otherwise illegal;
- b) to advise the Committees, the Executive Committee and the Council as to the legality of all matters considered or proposed to be considered by the said bodies of which he shall have notice.

Structure and organization: The Legal Department consists of the City Solicitor, the Deputy City Solicitor, a Corporation Council, the General Legal Staff and a Claims and Administration Section - a total permanent staff of 44.

Budget (1973 Est.): \$822,904 (total gross expend.).

### 3.2.6 Mayor's Office

Duties: The staff of the Mayor's Office assist the Mayor in the area of Council policies, encourage public programs, public communication, co-ordinate the Mayor's daily program requirements and liaison with various departments, Metropolitan and other organizations on behalf of the Mayor.

Structure and organization: The Mayor's Office has a permanent staff of 9. There are also a number of contracted staff responsible for special projects.

Budget (1973 Est.): \$185,315 (total gross expend.).

### 3.2.7 Personnel Department

Duties: The Personnel Department recruits personnel for all departments, controls the numbers of the permanent establishment and generally administers the position classification system, merit system, central employee records, Workmen's Compensation and Rehabilitation, employee's training, labour relations and special personnel services.

Structure and organization: Under the Commissioner of Personnel, the Department has a staff of 20 broken into three basic divisions, Personnel Services, Special Services, and Labour Relations.

Budget (1973 Est.): \$342,131 (total gross expend.).

### 3.2.8 Purchasing and Supply Department

Duties: The Department acts as the City's Purchasing Agent; issues purchase orders or contracts for supplies and services and provides inspection and testing of delivered goods; operates a printing unit and maintains a control stores organization; allocates and provides maintenance and repair services for all city vehicles and equipment. The Fair Wage Office maintains a surveillance of wage rates paid to employees of city contractors.

Structure and organization: The Department has four basic divisions, Purchasing, Administration, Material Supply and Equipment and the Fair Wage Office, with a total permanent staff of 215. The Commissioner of Purchasing and Supply directs the Department with the exception of the Fair Wage Office which reports directly to the Executive Committee.

Budget (1973 Est.): \$965,696 (total gross expend.).

### 3.2.9 Proposed Management Services Department

On September 6th, 1974, the City Executive Committee submitted to City Council a report recommending the establishment of a "Management Services" department. Initially, this new department would include:

- a) The Organization and Methods Division of the Department of Finance;
- b) The Budget Division of the Department of Finance;
- c) Certain personnel functions.

Inclusion of these branches of the city government is based on the functional linkages involved. The Budget Division is engaged in budgetary analysis and program budgeting. The Personnel Department controls the size and nature of the permanent City Establishment. Organization and Methods Division provides management advice and is responsible for computerization of accounts, payroll and tax bill operation.

Besides establishment control, the new department is to perform certain other personnel functions. These have been identified as those functions which are the main management tools to be used as solving the problems identified through the process of budget and operational analysis. These functions are:

- a) establishment control and classification;
- b) management recruitment;
- c) human resource development;
- d) developing and recommending promotion policies and procedures.

Essentially, the new department will administer management policy.

The head of the Department is to be called the Executive Director, Management Services. His or her salary is to be commensurate with that of a senior department head.

The report was adopted by Council on September 18th, 1974 and its recommendations are now being implemented.

### 3.3 Municipal services (operational)

#### 3.3.1 City Property Department

Duties: The provision of operating space and construction, maintenance, repair, alteration, architectural and real estate services for all city departments.

Structure and organization: Operates under the direction of the Commissioner of City Property with a total permanent staff of 333 broken into five basic divisions, Maintenance, Architectural, Administration, Real Estate, and Services. Reports to the Standing Committee on Parks, Recreation and City Property.

Budget (1973 Est.): \$8,206,215 (total gross expend.).

#### 3.3.2 Parks and Recreation Department

Duties: To operate, provide, maintain public parks and recreation facilities and programs in the City. To plant, remove and care for all trees on city streets.

Structure and organization: Four basic divisions, Administration, Parks, Project and Budget, and Recreation, with a total permanent staff of 395 under the direction of the Commissioner of Parks and Recreation who reports to the Standing Committee on Parks, Recreation and City Property. There are an additional 477 temporary and 1,116 casual, part-time personnel.

Budget (1973 Est.): \$11,460,730 (total gross expend.).

#### 3.3.3 Buildings Department

Duties: To enforce a variety of municipal by-laws and Ontario statutes which exist basically to ensure that buildings, heating plants and plumbing are safely and properly installed and erected, to ensure that buildings are properly used and located and to ensure that the dwellings of the City are maintained in a safe and habitable condition.

Structure and organization: With a staff of 162 in five basic divisions, Administration, Inspection, Engineering, Permit Control, and Zoning, the Department is responsible to a Commission of Buildings which reports to the Standing Committee on Buildings and Development and, in some cases, to the Committee of Adjustment.

Budget (1973 Est.): \$3,511,709 (total gross expend.).

#### 3.3.4 Fire Department

Duties: Extinguishing fires and conducting a fire prevention program including the operation and maintenance of the fire alarm system, fire apparatus and the inspection of homes and buildings.

Structure and organization: The Fire Chief directs a staff of 1,321 and reports to the Standing Committee on Urban Renewal, Housing, Fire and Legislation. There are four basic divisions, Fire Fighting, Fire Prevention, Training and Administration.

Budget (1973 Est.): \$19,799,725 (total gross expend.).

#### 3.3.5 Public Works Department

Duties: To carry out construction, reconstruction, and maintenance of public facilities within the street allowance including sidewalks, curbs, pavement, sewers, watermains and subways. To provide professional land surveying and mapping services for City purposes and for performing administration functions concerned with the status, opening and closing of public streets and lanes, the numbering of buildings, the initiating and co-ordination of local improvement projects, the distribution of official maps, the zoning by-law consolidation, refuse collection, cleaning and flushing of city streets and the removal of snow.

Structure and organization: The present Department of Public Works is the result of the amalgamation of the City Surveyor's Department, the old Public Works Department and the Street's Department. The

Commissioner directs six basic divisions, Survey and Mapping, Traffic Engineering, Refuse Collection and Street Cleaning, Engineering and Programmes, Administrative and Clerical Services, and Operations, with a total permanent staff of 1,774. The Commissioner reports to the Standing Committee on Public Works.

Budget (1973 Est.): \$9,692,724 (total gross expend.).

### 3.3.6 Public Health Department

Duties: Provision of school medical and dental services; mental health services; immunization; infant, pre-school and maternal hygiene; health education; communicable and venereal disease control and tuberculosis prevention services; public health nurses; hospital health services; family planning services; food and milk inspection services; and general sanitation (all pursuant to various statutes and by-laws).

Structure and organization: Under the direction of the Medical Officer of Health (a doctor) and the Deputy Medical Officer, there are seven divisions, Administration Services, Public Health Nursing, Medical Services, Food Control and Sanitation, Communicable Disease Control and Epidemiology, Dental Services and Mental Health, totalling 502 permanent staff plus 87 temporary staff. The Medical Officer reports to and is ex officio a member of the Local Board of Health. A number of provincial statutes govern the operations of the Department of Public Health including the Public Health Act, the General Disease Prevention Act, the Sanatoria for Consumptives Act, the Maternity Boarding Houses Act and the City of Toronto Act.

Budget (1973 Est.): \$6,502,243 (total gross expend.).

### 3.3.7 Planning Board (staff)

Duties: Responsible for overall planning within the City including the on-going review of the Official Plan, provision of information

assistance in planning matters to local communities and elected bodies, and initiating and formulating policies which reflect changing community needs. The performance of the Planning Board is discussed in some detail in part 2 of our study which looks specifically at land use planning, economic promotion and urban transportation in the Metropolitan area.

Structure and organization: The City of Toronto Planning Board is a fifteen member appointed body (pursuant to the Planning Act). The Planning Board of the City as an administrative body is composed of 147 staff with four basic divisions, Overall Planning, Inner Neighbourhood, Central Area and Neighbourhood Planning, directed by the Chief Planner who is the Executive Director of the appointed body and whose department is the responsibility of the appointed Planning Board. (See also our section 4.2 below for details of the appointed Planning Board).

Budget (1973 Est.): \$4,058,285 (total gross expend.).

### 3.3.8 Housing Department

In December of 1973, City Council adopted a Report entitled Living Room: An Approach to Home Banking and Land Banking for the City of Toronto prepared by the City of Toronto Housing Work Group. Among the recommendations contained in the Report was one calling for the establishment of a City Housing Department. That department has now been established.

The Housing Department has responsibility for the planning and implementation of the land assembly and land banking program and the City non-profit housing program (both new production and acquisitions), for the provision of technical support to non-profit groups wishing to produce new housing or acquire existing units, and for co-ordination and negotiation of the City's housing program generally.

The Living Room Report proposed a structural organization of nineteen members. The present structure of the Housing Department is very similar with a total establishment of about twenty. The Department is headed by a Commissioner of Housing (Mr. Michael Dennis) who reports to the Housing, Urban Renewal, Fire and Legislation

Committee of Council. The total 1974 Budget is about \$250,000.

The Department has two basic divisions. The Acquisition and Development Division, under a Director, has two primary functions. It is responsible for tendering of contracts for new construction and for renovation of properties acquired. Its second function is the management of these properties once they are occupied.

The other Division of the Department, also under a director, is that of Program and Project Planning. This division advises the Commissioner on the budget, plans projects to be developed and performs the site planning of projects. Project planners within this division seek out suitable sites for housing development, negotiate for acquisition along with representatives of the Legal Department and the Real Estate Department, and prepare site plans along with the architects involved. Once projects are ready to proceed, they are transferred to the Development division which completes construction or renovation and arranges for occupancy.

The City's Non-Profit Housing Corporation is a chartered, non-profit corporation. The City Executive Committee forms the Board of Directors of the Corporation. The Commissioner of Housing is the Executive Director of the Corporation and his staff essentially constitute the staff of the Corporation.

The Department also maintains a close liaison with other non-profit housing groups in the City and provides technical support as required.

## 4 Intermediary structures

### 4.1 General

The City of Toronto appoints representatives to a number of boards, commissions and associations under various statutes and by-laws. These bodies have a varying degree of autonomy but all are subject to financial scrutiny by the City Audit Department and are, in the final analysis, responsible to the City Council.

### 4.2 City Planning Board

**Members:** Members of the Planning Board are appointed pursuant to the terms of the Planning Act. The Board consists of fifteen members plus the Mayor ex officio. At the present time only one member, the Mayor's representative, is a member of City Council. While there is no restriction on the number of Council members who may sit on the Board, the present Council has chosen to strengthen the representation of local groups and neighbourhoods on the Board and has therefore only allowed one of its members to sit on the Board.

Table 18 lists members of the Planning Board.

**Term of office:** One third of the members resign each year. The term of office is two years and members are eligible to be reappointed.

**Meetings:** Are held once a week.

**Powers and functions:** The basic functions of the Planning Board as set out in the Planning Act (see S. 4.6.4 of Metro Toronto Study) are the preparation and review of the Official Plan for recommendation to Council and the making of recommendations for the implementation of the Official Plan. The Board may also perform such duties as may be referred to it by Council.

Table 18 City of Toronto - Planning Board - Members - 1973

---

Stan Buchanan	Jean Roberts
Janet Dewan	Frank Savoia
Edna Dixon	Derwyn S. Shea
Richard Gilbert	Colin Vaughan
Juanne Hemsol	Eberhard H. Zeidler
Wes Lore	John W. Kucherepa
Nadine Nowlan	Richard R. Horkins
Carl Matthews	Charlotte Maher
Frank J. Paznar	David Crombie

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The Board is therefore an advisory body, not a decision-making one. It is different from other advisory bodies in that the Planning Act requires that the Board recommends the Official Plan to Council. And, if the Minister (of Treasury, Economics and Intergovernmental Affairs) so requests, it comments on official plan amendments initiated by Council. Where the Minister requests Board comment, he must reject amendment which does not have either the support of a majority of the Board or two-thirds of Council. A functional definition of Planning Board (Section A) activities is contained in S. 1.3 of Part II of this Study.

#### 4.3 Toronto Harbour Commissioners

Composition - joint federal-municipal body composed of:

3 members appointed by Toronto City Council

2 members appointed by the Federal Government (one of whom is the nominee of the Board of Trade).

Organization - established in 1911 (Toronto Harbour Commissioners Act) with jurisdiction over navigable waters within bounds of the City of Toronto and all water one mile south of the City as well as all docks, waterfront property and waterlots within City limits. The Commission is self-supporting deriving funds from harbour tolls, shipping fees and sale or lease of harbour land.

Functions and duties:

- controls shipping and port facilities
- operates the port and sets tolls and rates
- operates the Island Airport
- constructs and maintains some port facilities
- acts as local agency through which various federal agencies are requested to carry out harbour, navigational and channel works

- undertakes various works for municipalities on a work order basis
- develops land for industrial and other purposes
- polices the harbour
- regulates small craft
- maintains life guard service for city beaches
- prepares plans for harbour extension and port development
- also involved in a number of development proposals for the Toronto Waterfront including Metro Centre, Harbour City and the Waterfront Development.

#### 4.4 Toronto Parking Authority

Three members are appointed to the Authority by Council on the recommendation of the Executive Committee, each being qualified to be elected a member of the Council.

The Authority, under the direction of a General Manager, operates parking facilities throughout the City. It was originally established under the City of Toronto Act 1952 c. 130 s. 3 to provide low cost, high quality parking facilities.

#### 4.5 Toronto Historical Board

Under City By-law 84-67, the Board consists of a member of Council, a member of the Executive Committee, and fifteen other members appointed by Council.

The Board is involved in the identification and preservation of historical sites and objects in the Toronto area.

#### 4.6 Toronto Public Library Board

The Public Library Board consists of the Mayor and eight members: three appointed by the City Council, three appointed by the Board of Education and two appointed by the Separate School Board. Members of the Council or Boards mentioned above are not eligible for appointment.

The Board is responsible for the operation of the Toronto Public Library system pursuant to the Public Libraries Act R.S.O. 1969 c. 325 (1).

#### 4.7 Toronto Electric Commissioners

There are three members of the Commission, the Mayor, one member of the Commission appointed by the Executive Committee and one member appointed by the Hydro Electric Power Commission of Ontario.

The Commissioners are responsible for the operation of the Toronto Electric Commission pursuant to the City of Toronto Act 1911, 1947, 1953.

#### 4.8 Boards of Management

##### a) Balmy Beach Park

- composed of the Mayor and six members appointed by Council;
- members serve for two years, half retiring in each alternate year.

##### b) Good Neighbours Club

- acting on behalf of Council, the Board of Management is responsible for the maintenance, management, and operation of the premises at No. 298 Sherbourne Street, Toronto as a place for recreation and amusement;

- consists of seven members qualified to be elected to the Council of the City of Toronto, two of whom are appointed by Council (usually the local aldermen) and five of whom are appointed by Council on the nomination of the Good Neighbours Club;
- serve for one year.

c) George Bell Arena

- under By-law 21259 of the City, the Arena building and parking area is a Community Centre under the Community Centre Act;
- Board is composed of seven persons qualified to be elected to City Council, two of whom are members of Council appointed by Council and five of whom are appointed by Council on the recommendation of the Committee on Parks and Recreation.

d) Ted Reeve Arena and Grounds

- under a 1955 By-law of the City, the Arena and Grounds are a Community Centre under the Community Centre Act;
- Board to consist of not fewer than three nor more than seven members all of whom must be qualified to be elected to City Council and, if there are more than five members, two shall be members of Council;
- appointed annually.

e) University Settlement Recreation Centre

- under City By-law 20624, 1955, a Community Centre under the Community Centre Act;
- Board consists of seven persons, two aldermen from ward four and five members appointed by Council on the recommendation of the University Settlement.

f) North Toronto Memorial Arena

- under By-law 22583, Arena is a Community Centre under the Community Centre Act;
- Board consists of seven members who are qualified to be elected to City Council, two of whom are appointed by Council (usually the two aldermen from Ward 9) and five of whom are appointed by Council on the recommendation of the Committee on Parks and Recreation.

g) Second Mile Club

- created under By-law 20-70;
- consists of seven members, two of whom are the Ward 7 aldermen and five of whom are appointed by Council.

h) Forest Hill Memorial Arena

- under City By-law 361-70;
- Board consists of seven members appointed by Council, two of whom shall be members of Council and five of whom shall be appointed on the recommendation of the Committee on Parks, Recreation and City Property.

- i) McCormick Playground Arena
  - consists of seven members, two of whom are members of Council appointed by Council and five of whom are appointed by Council.
- j) William H. Bolton Arena
  - consists of seven members appointed by Council, at least two of whom are members of Council.
- k) Vermont Square Arena
  - seven members appointed by Council.
- l) Bloor West Village Improvement Arena
  - under By-law 273-70;
  - Board consists of seven members appointed by Council, two of whom are members of City Council.

#### 4.9 Toronto Board of Education

Members: The Board of Education of the City of Toronto is established under the Metro Toronto Act, s. 118.

- two members are elected from each of the eleven wards of the city for a total of 22;
- three members are also elected by the Separate School Supporters;
- the Board has a total of 25 members who elect from among their number a Chairman;
- the Chairman and five other members are members of the Metro Toronto School Board.

Meetings: Every third Thursday.

Powers and functions:

- as set out in the Secondary Schools and Boards of Education Act.
- Total expenditures (1972) were \$122,484,767.

Structure: The Board appoints a Director of Education (pursuant to the Metro Toronto Act) who is the Chief Executive Officer and who is also the Secretary-Treasurer of the Board.

The Board appoints four standing committees which discuss and report upon problems in their areas of concern and make recommendation to the Board:

- a) School Program Committee - deals with all matters relating to academic and special education programs, and student activities in the schools.
- b) Personnel and Organization Committee deals with matters relating to organization and establishment; all staff appointments, transfers and promotion; staff delegation and briefs; mutual problems.
- c) Business Administration Committee deals with the business and financial concerns of the Board.
- d) Public Information Committee is responsible for detailing ways and means of publicizing the work of the Board and improving public relations.

There are also a number of special committees and the Board appoints members to the City's Shared Use Committee.

The Shared Use Committee is composed of seven members appointed by City Council and seven members appointed by the School Board. Three members are appointed by the Separate School Board. The Committee considers use of school and city facilities on a shared basis.

#### 4.10 George Brown College of Applied Arts and Technology Board of Governors

City Council appoints four members to the Board of Governors (beginning in 1967), one of whom retires each year and a new representative is appointed.

#### 4.11 City of Toronto Redevelopment Advisory Council

Created in 1960, consists of a maximum of twenty-five members; advisory Council solely responsible for its members, City Council makes no appointments.

#### 4.12 Art Gallery of Ontario

Two aldermen are appointed for a one-year term.

#### 4.13 Committee on Civic Awards of Merit

Appointed under a Board of Control Report dated July 24th, 1957 recommending a committee be created to consider awards to persons for notable civic achievement.

Non-elected representatives are appointed by Council.

#### 4.14 Advisory Committee for the Retail Gasoline Service Industry, Toronto Zone

Appointed following passage of By-law 21484 (April 9th, 1962) which restricted the hours in which gasoline stations might remain open to make recommendation to City Council regarding the issuing of rotation and emergency service permits.

Committee to consist of the Chief of the Metropolitan Toronto Police or his representative, a representative of City Council, three gasoline service station employers and two gasoline service station employees to be appointed by City Council (with the exception of the Chief of Police) on the recommendation of the City Executive Committee.

Appointment is at the pleasure of Council and members are eligible for re-appointment.

#### 4.15 Former Berkley Street Fire Hall

Operated by University Alumnae Dramatic Club which nominates three persons on a governing body to be appointed by Council for a one year term.

#### 4.16 Housing Standards Appeal Committee

Under City of Toronto Act, 1936, six persons are appointed by City Council for a three year term.

As authorized under S. 36687 of the Planning Act.

#### 4.17 Non-Residential Standards Appeal Board

Same membership as Housing Standards Appeal Committee.

Will consider appeals concerning commercial and other non-residential buildings.

#### 4.18 Local Board of Health

Under City By-law passed in 1963, the Local Board of Health is composed of the Mayor and the Medical Officer of Health, both ex officio, and five persons having the qualifications for election to City Council at least two of whom are not members of City Council.

Under the By-law,

It shall be the duty of the Local Board of Health to supervise the services performed by the Department of Public Health, including matters relating to licenses for lodging houses, in addition to the duties set out in the Public Health Act, the Statutory By-law set out in Schedule B to the Act and the regulations pursuant to the Act.

The Local Board of Health meets once a month.

Consideration is presently being given to the creation of a Metropolitan Toronto District Health Unit. The Unit would assume duties now being performed by Local Boards of Health.

#### 4.19 Committee of Adjustment

##### 4.19.1 Members

Three regular members appointed by Council pursuant to the provisions of the Planning Act and two substitute members.

##### 4.19.2 Functions

To provide flexibility in the administration of the zoning by-law where strict administration of the by-law would cause undue hardship for an owner of land, buildings or structures.

Permits minor variances from provisions of the zoning by-law.

##### 4.19.3 Organization and structure

Has a staff of seven, four clerks and one investigator plus a secretary-treasurer and one assistant.

#### 4.20 Other Boards, Committees and Associations

The City Council also makes appointments to the following bodies:

- a) Toronto Fire Department Superannuation and Benefit Fund
- b) Toronto Civic Employees Pension Committee
- c) Toronto Humane Society
- d) Canadian Red Cross Society
- e) Canadian Cancer Society
- f) Woodgreen Community Centre
- g) Runnymede Hospital Board of Directors

- h) New Mount Sinai Hospital Board of Directors
- i) Our Lady of Mercy Hospital for Incurables
- j) St. Joseph's Hospital
- k) St. Michael's Hospital
- l) Toronto East General Hospital
- m) Toronto General Hospital
- n) Toronto Western Hospital
- o) Women's College Hospital
- p) Central Hospital
- q) University of Toronto Liaison Committee

## C The Borough of North York

### 1 General information

The Borough of North York is the second most populous municipality in the Metro Toronto area and the third most populous in Canada. Located in the north central portion of Metropolitan Toronto, it is bounded on the north by the Regional Municipality of York, on the west by the Borough of Etobicoke, on the south by the Boroughs of York and East York and the City of Toronto and on the east by the Borough of Scarborough.

The Borough covers an area of 69.44 square miles (44,442 acres).

The population of the Borough has grown from 6,000 at the time of its incorporation in 1922 to over 500,000 today. Recent years have seen the development of most available land in a mixture of residential, commercial and light industrial uses. About half of the residential units of the Borough are single-family, individually owned homes, the remainder being apartments and townhouses.

## 2 Political structures

### 2.1 General

The Borough was originally incorporated as a township with provisions for election of a reeve and first, second and third deputy-reeves. In June, 1964, the Ontario Municipal Board approved Township By-law 19011 establishing a four member Board of Control. In 1966, Bill 81 passed by the Ontario Legislature changed the title of the Township to Borough, of Reeve to Mayor and Ward Councillor to Alderman. The new Borough consisted of the entire area of the Township of North York. Figure 8 illustrates boundaries and wards in North York.

As of January 1st, 1973, the North York Council consists of the Mayor, four Controllers and fourteen aldermen. The Mayor, four Controllers and four aldermen elected by Council represent the Borough on Metro Council.

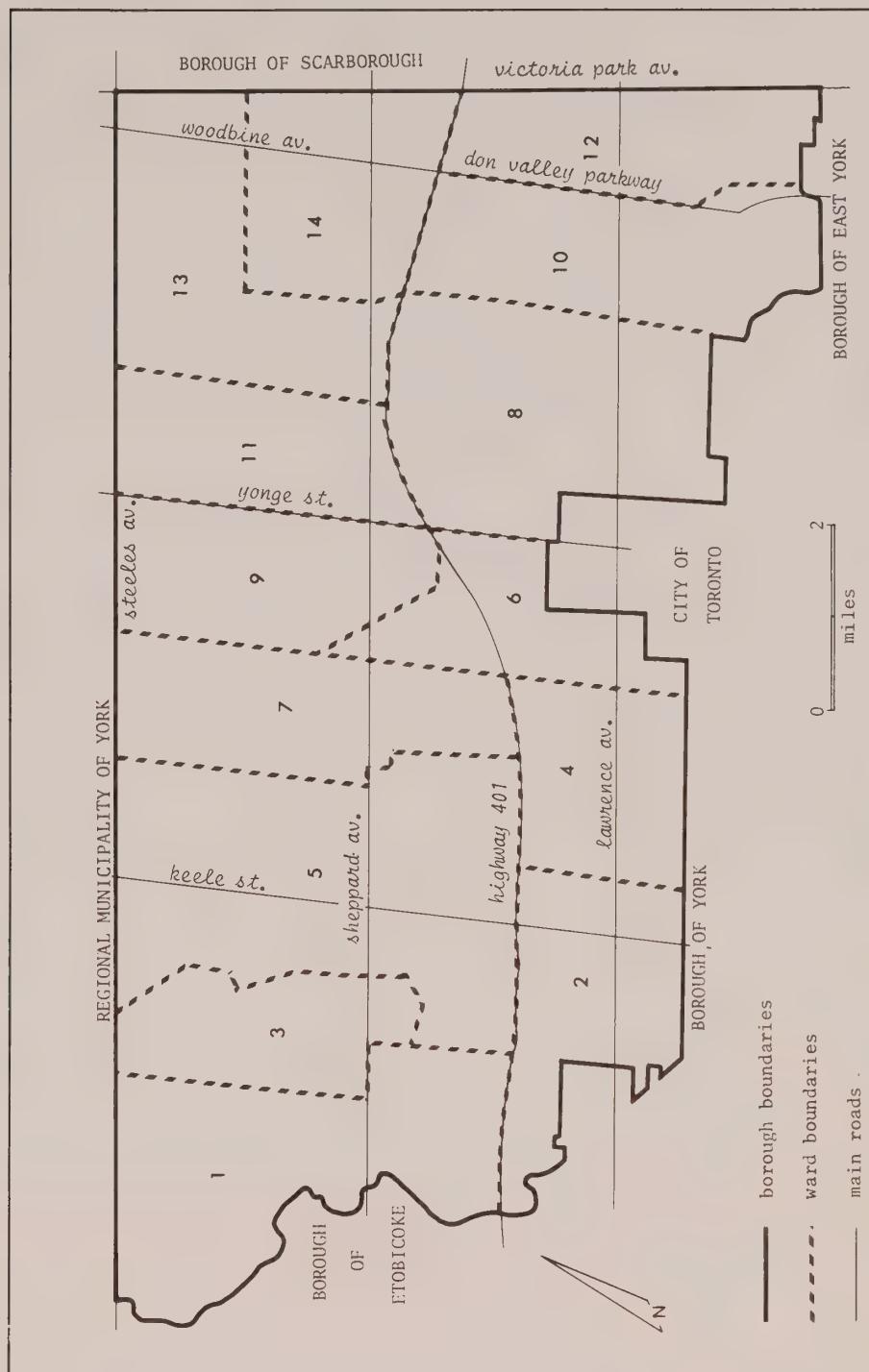
### 2.2 Elections

#### 2.2.1 Electors

Qualifications for electors are set out in the Municipal Elections Act and are described in detail in Metro Toronto s. 2.2.1.

#### 2.2.2 Qualifications of candidates

As with electors, the qualifications for candidates in municipal elections in North York are set out in provincial statutes. See Metro Toronto s. 2.2.2.



BOROUGH OF NORTH YORK

FIGURE 8

### 2.2.3 Election procedures

Elections are held on the first Monday in December in each election year pursuant to s. 4 of the Municipality of Metro Toronto Act.

Elections are held every two years.

Voters cast one vote for the Mayor, one for each of four candidates for Controller and one for one aldermanic candidate from their ward. The mayoralty candidate and the four candidates for controller who receive the most votes are declared elected as is the candidate for alderman in each of fourteen wards who receives the most votes.

School trustees, including those elected by Separate School Supporters, are elected on a ward basis at the same time.

Election procedures are also described in Metro Toronto s. 2.2.3.

### 2.2.4 Municipal political parties

There is no official recognition of political parties at the municipal level in North York.

## 2.3 North York Council

### 2.3.1 Members

Council consists of 19 members: the Mayor, four Controllers and fourteen aldermen elected from fourteen wards.

Table 19 provides a list of Council members and committees.

### 2.3.2 Term of office

Members of Council are elected for a two year term.

### 2.3.3 Meetings

Pursuant to the Metro Toronto Act, s. 6 (2), the first Council meeting is held early in January of year immediately following the election. The first regular meeting of Council is set by Council at its Inaugural Meeting to be held the first Monday in January which is not New Year's Day.

Table 19 Borough of North York - Members of Council - 1974-76

## Mayor

Mel Lastman

## Controllers

Barbara Greene  
 William Sutherland  
 Alex McGivern  
 Joseph Markin

## Aldermen

Ward 1 - G. Risk	Ward 8 - R. O. Roche
Ward 2 - P. Valenti	Ward 9 - R. Summers
Ward 3 - K. Hayhurst	Ward 10 - G. E. Penfold
Ward 4 - E. Shiner	Ward 11 - D. Clarke
Ward 5 - R. Yuill	Ward 12 - G. Norton
Ward 6 - G. Laceby	Ward 13 - M. Smith
Ward 7 - I. Chapley	Ward 14 - B. Sutherland

The Mayor, the 4 Controllers and 1 alderman, form North York's representation to Metro Council.

## Committees of Council (1974)

## Works

G. Risk, Chairman  
 R. O. Roche  
 J. Knox  
 R. Summers  
 W. Sutherland

Parks and Recreation  
 K. Hayhurst, Chairman  
 J. Bedder  
 R. Yuill  
 J. Williams

## Transportation and Legislation

G. Penfold, Chairman  
 B. Sutherland  
 K. Lund  
 E. Shiner  
 A. McGivern

Development  
 J. Norton, Chairman  
 P. Valenti  
 P. Graham  
 Barbara Greene

Council meets every other Monday at 2:00 p.m.

Committees generally meet at least once every two weeks.

Pursuant to North York By-law 19501 as amended by By-law 20942, Council shall meet on every alternate Monday unless such Monday shall be a public or civic holiday in which case Council shall meet in the next following day which is not a public or civic holiday.

Council generally meets the first and third Monday of each month. Provision is made for special meetings.

Meetings are held in the Council Chamber of the Municipal Buildings at 2 o'clock in the afternoon on the day of the meeting.

A majority of members constitutes a quorum.

#### 2.3.4 Powers and duties

As set in the Municipal Act, Council has general authority to, make such regulations for the health, safety, morality and welfare of the inhabitants of the municipality... as may be deemed expedient and are not contrary to law.

Actions taken by Council are in the form of by-laws or resolutions and its authority is confined to the area of the Municipality.

As the legislative body of the municipality, Council passes by-laws for the benefit of the inhabitants or for their protection or such by-laws as are necessary to conduct the business of the Corporation of the Borough of North York. Council is also ultimately responsible for the administrative activities of its various public departments and services.

Council procedures are set out in By-law 19501 as amended by By-law 20942.

Each member of Council has one vote including the Chairman.

Agenda for Council are prepared by the Clerk.

The Mayor or Acting Mayor presides at all meetings of Council.

Provision is made for setting aside of required procedures by a vote of not less than 3/5 of Council.

## 2.4 Board of Control

### 2.4.1 Members

There are five members, the Mayor and four Controllers all of whom are elected at large in the Borough.

### 2.4.2 Term of office

Members of Board of Control hold office for two years.

### 2.4.3 Meetings

Board of Control (pursuant to the Procedural By-law) generally meets every Thursday at 10:00 a.m. Special meetings are also held.

A majority of members constitutes a quorum and the Mayor or Acting Mayor presides at all meetings, as Chairman of the Board.

### 2.4.4 Powers and duties

The Procedural By-law of North York invests in Board of Control such duties and powers as are described in s. 206 of the Municipal Act. These duties include:

- a) preparation of budget estimates of proposed expenditures for the year and presentation of such estimates to Council;
- b) preparation of specification for and awarding of all contracts (by tender) for works, material and supplies, implements machinery, or other goods or property required and that may lawfully be purchased for the use of the Corporation, and reporting of such action to Council;
- c) inspection and reporting to Council concerning all municipal works being carried on or in progress;
- d) presentation to Council of nominations of all heads of departments in case of a vacancy and, after a favourable report by the head of a department, any other officer of the Corporation required to be appointed by by-law or resolution of Council, and any other permanent officers, clerks or assistants and recommendation of salaries of all officers and clerks;
- e) dismissal or suspension of any head of department and forthwith, the reporting of such action to Council.

In matters concerning the action of the Board of Control with regard to expenditures certified by the Board, to tenders awarded by the Board, to nominations by the Board of officers of the Corporation, or to dismissals or suspensions by the Board, the Council may only set aside or reverse such action by the Board of Control by a vote of two thirds of the members of Council.

The Board may submit proposed by-laws to Council.

The Board of Control also has authority to reorganize the Borough administrative structures.

Council may refer back to the Board of Control any report, nomination, question or matter for reconsideration, and may assign such other duties to the Board as Council may deem proper.

In general, the Board of Control is the executive body of the Borough co-ordinating the overall policy and administration of the civic organization. Board of Control is not a committee of Council.

## 2.5 Committees of Council

### 2.5.1 General

There are four standing committees appointed by the North York Council: Public Works, Transportation and Legislation, Parks and Recreation and Development. They are established under s. 49 of North York By-law 19501 as amended by By-law 20942.

### 2.5.2 Members

Each standing committee consists of at least three aldermen, one Controller and the Mayor ex officio. Both the Works Committee and Transportation and Legislation Committee have four aldermen, one Controller and the Mayor ex officio.

### 2.5.3 Meetings

Standing committees usually meet every two weeks, Parks and Recreation and Works on Thursdays, Development on Monday and Transportation and Legislation on Tuesdays.

### 2.5.4 Powers and duties

a) Parks and Recreation - this Committee is responsible for the Department of Parks and Recreation which reports to the Committee through a Commissioner of Parks and Recreation. The Committee is responsible for establishment, operation and performance of parks and playgrounds in general, and the conduct of recreation programs.

b) Transportation and Legislation - this Committee has responsibility for the Fire Department which reports through the Fire Chief, for the Traffic Department which reports through the Commissioner of Traffic and for the By-law Enforcement Department which reports through the By-law Enforcement Officer.

c) Works - this Committee is responsible for the Public Works Department which reports to the Committee through the Commissioner of Public Works.

d) Development - this Committee is responsible for the Department of Planning and Development in matters of development and redevelopment which reports through the Commissioner of Planning and Development. The Committee is responsible for implementation of the five district plans as well as the overall orderly development of the municipality.

All material and reports of Committees of Council are forwarded to Board of Control for comment and consideration and from there to Council. Members of Committees elect a Chairman and each member has one vote. The membership of standing Committees and the Chairman may change after one year.

#### 2.5.5 Special Purpose Committees of Council

North York Council has appointed a number of special purpose Committees of Council. These include:

- North York Recreation Committee - seven members, three aldermen and four Controllers.
- Board of Management for Community Centres - four members, three aldermen and one Controller.
- Public Relations and Publications Committee - two Controllers and one alderman are appointed.
- Intergovernmental Liaison Committee - consists of the Mayor, two Controllers and three aldermen. This Committee was created to explore new ways of approaching the federal and provincial governments. It is largely inactive.
- Special Committee on Municipal Grants - one Controller and five aldermen.

### 2.6 Mayor

#### 2.6.1 Election

Elected at large in the Borough.

#### 2.6.2 Term of office

Two years.

#### 2.6.3 Powers and duties

The Mayor is head of Council and as such presides at all meetings of Council and Board of Control. The Mayor is ex officio a member of all standing committees of Council and may vote at meetings of such committees.

The Mayor is a member of Metro Toronto Council and sits on the Metro Toronto Executive Committee.

The Mayor is Chief Executive Officer of the Corporation of the Borough of North York.

The Mayor also represents the Borough at many social and ceremonial occasions.

#### 2.7 Political overview

It should be noted that the Board of Control is the chief executive body of the Borough and is responsible for overall co-ordination of the administrative apparatus as well as setting of general policy for the Borough. The Council is the chief legislative body.

Because the Mayor and four Controllers are elected at large, it is frequently the case that a Controller or Controllers will receive as many or more votes in an election as the Mayor. The Mayor will then find himself facing a Board of Control whose members have a mandate from the electors equal or superior to his own. In such a situation, the position of the Mayor relative to Board of Control and to Council may be weakened. The office of Controller is frequently a "stepping stone" to the mayoralty and, as such, can lead to extensive rivalry between the Mayor and one or more Controllers.

### 3 Administrative structures

#### 3.1 General

As with the City of Toronto and Metro Toronto, the administrative structures of the Borough of North York can be divided into two basic categories, those reporting to the Board of Control and those reporting to Committees of Council. The following departments (identified as 'Administrative') report directly to Board of Control: Personnel, Building, Legal, Clerk's, Treasury, Real Estate and the Director of Building Maintenance. The following departments (identified as 'Operational') report to Committees of Council: Parks and Recreation, Traffic, Fire, By-law Enforcement, and Public Works. The Public Health Department reports to the Local Board of Health. The Department of Planning and Development reports to the Development Committee, the Committee of Adjustment and the Planning Board.

The responsibility for overall co-ordination of administrative structures remains a function of Board of Control. There is no board of Commissioners. There is, however, a Chief Administrative Officer who is recognized as an officer of the Corporation under the Municipal Act. The position does not involve overall co-ordination of administrative structures. The Chief Administrative Officer has responsibility for specific projects assigned to him by the Board of Control or by Council. His duties are not those normally associated with a Chief Administrative Officer.

Figure 9 illustrates the Borough organization.

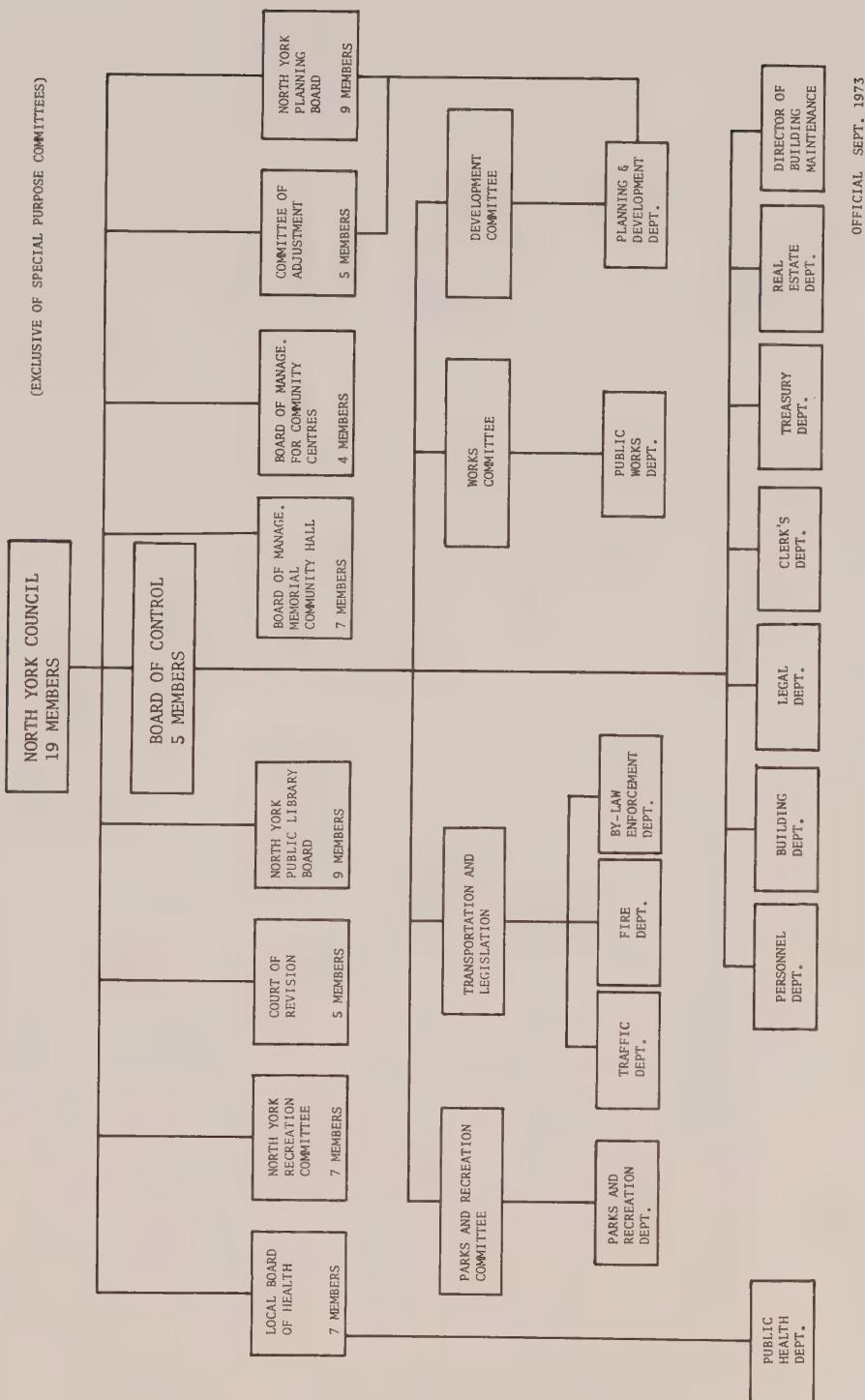
Table 20 provides a summary of budget expenditures.

Budget references refer to operating budget only.

#### 3.2 Municipal services (administrative)

##### 3.2.1 Clerk's Department

Duties: The Clerk's Department provides Council with information when requested; records Council and Committee meetings as well as



BOROUGH OF NORTH YORK - ORGANIZATIONAL CHART

FIGURE 9

Table 20 Borough of North York - Budget summary (operating)

Department/Service	Estimated net Expenditure	1973		1972-3 Increase or (Decrease)	Estimated Expenditures for Salaries
		1972	Actual net Expenditure		
Clerk's	571,160	469,472	101,688	381,700	
Treasury	975,126	853,950	121,176	1,032,743	
Personnel	110,756	91,499	19,257	93,996	
Legal	147,380	130,633	16,747	120,350	
Real Estate	86,975	60,544	26,431	71,470	
Building Maintenance	327,876	189,999	137,877	51,815	
Planning & Development	550,422	408,152	142,270	412,337	
Fire	7,433,847	6,592,088	841,759	6,278,879	
Building	(166,072)	(275,033)	108,961	897,268	
Revenue					
By-law Enforcement	155,193	140,082	15,111	173,932	
Traffic	1,807,031	1,460,265	346,766	379,042	
Public Works	15,077,072	14,065,613	1,011,459	5,352,779	
Parks & Recreation	5,987,003	5,006,078	980,925	4,460,400	
Health	2,234,813	1,990,252	244,561	2,228,902	
Total	44,575,076	43,442,565	1,132,511	23,543,180	

Note: Totals do not coincide with sum of budget expenditures listed. List does not include all items of expenditure.

those of Board of Control; prepares agenda, by-laws and resolutions as directed by Council. The Department also compiles some information necessary for elections, arranges polling subdivisions, appoints deputy-returning officers and poll clerks during elections and records nominations for public office as well as other vital statistics of the Borough. The Clerk also revises school support lists which direct school taxes as established by the Province. The Clerk's Department includes the Public Information Office and the Borough's Telephone switchboard. The Public Information Office produces publications, processes complaints, and handles public relations matters.

Structure: There are five basic divisions: general office, public information section, elections and revisions section, secretarial section, and the Mayor's, Board of Control and aldermen's offices.

Budget (1973 Est.): Net Expend. \$571,160.

Permanent staff (Feb. 1974): 51.

### 3.2.2 Treasury Department

Duties: The Treasury Department assembles and correlates financial estimates for the annual tax levy in co-operation with various departments. The Tax Section prepares and mails current tax bills to the assessed owners as shown on the tax roll and receives and records tax payments as they are made by taxpayers or their agents. The Department also prepares and forwards to Council lists of expenditures (money by-laws) as approved by the various Borough departments, and, on approval, prepares and delivers cheques covering authorized payments. The Department also records all financial transactions and carries on the Borough's business with the Corporations Bankers. The Department makes financial reports to Council, Board of Control and Committees when requested. The Department maintains a Data Processing section, an Engineering and Waterworks

Accounts section, a general Pay office, and a Purchasing and Supply section which handles central purchasing for the Borough as well as maintaining stores and controlling inventories.

Structure: Divisions within the Department include:

Purchasing and Supply, Tax, Pay Office, Data Processing, Waterworks and Engineering Accounts.

Budget (1973 Est.): Net Expend. \$975,126.

Permanent staff (Feb. 1974): 116.

### 3.2.3 Legal Department

Duties: The Legal Department provides comprehensive legal services to Council and through Council to various Boards, Departments, Committees and Commissions of the Borough. The Department also prepares or approves contents of by-laws, contracts, subdivision and similar agreements. The Department handles property transactions, union negotiations, by-law interpretation and court litigation for the Borough.

Budget (1973 Est.): Net Expend. \$147,380.

Permanent staff (Feb. 1974): 9.

### 3.2.4 Personnel Department

Duties: The Personnel Department has responsibility for recruitment, selection and promotion of staff, salary and wage administration, employee records, employee accident prevention programs, all workmen's compensation matters, and conduct of labour negotiations. The Department is headed by a Director of Personnel and Labor Relations.

Budget (1973 Est.): Net Expend. \$110,756.

Permanent staff (Feb. 1974): 7.

### 3.2.5 Real Estate Department

Duties: The Real Estate Department is responsible for appraisal and negotiation of purchases of property rights required by Borough departments. The Department also negotiates the sale by tender of Borough-owned lands, manages properties owned by the Borough and handles expropriations where required.

Budget (1973 Est.): Net Expend. \$86,976.

Permanent staff (Feb. 1974): 8.

### 3.2.6 Building Department

Duties: The Department is responsible for the inspection and approval of building plans and specifications; the implementation of the Building Code and various municipal by-laws. The Plumbing section is responsible for enforcement of Provincial plumbing regulations. The Heating section is responsible for the control and regulation of heating systems and equipment to comply with requirements of Building By-law. The Department also enforces the New Housing Standards By-law.

Structure: Divisions include: Heating, Plumbing section, Building Regulations section, Building Inspections section and Property Standards Officer.

Budget (1973 Est.): Expenditures \$1,084,328

Revenues 1,250,400

Net Revenues \$ 166,072.

Revenues are primarily from sales of building and other permits.

Permanent staff (Feb. 1974): 77.

### 3.2.7 Director of Building Maintenance

Duties: The Director is responsible for the maintenance of buildings owned and operated by the Borough.

Structure: Five buildings are involved.

Budget (1973 Est.): Net Expend. \$327,876.

Permanent staff (Feb. 1974): 6.

### 3.3 Municipal services (operational)

#### 3.3.1 Fire Department

Duties: The Fire Department is responsible for fire protection and prevention in the Borough. The Department also maintains a number of emergency services.

Structure: 500 trained firefighters, under a Chief who reports to the Transportation and Legislation Committee of Council.

Budget (1973 Est.): Net Expend. \$7,433,847.

Permanent staff (Feb. 1974): 533.

#### 3.3.2 By-law Enforcement Department

Duties: The Department is responsible for investigating infringements of Borough By-laws, laying charges where required, issuing dog licenses, licenses for dry-cleaning establishments and Xmas tree lots. The Department processes applications for Metro licenses.

Structure: Two divisions: By-law Enforcement and the Dog Pound.  
Reports to Committee on Transportation and Legislation.

Budget (1973 Est.): Net Expend. \$155,193.

Permanent staff (Feb. 1974): 20.

#### 3.3.3 Traffic Department

Duties: The responsibility of the Traffic Department is generally to direct and control vehicular movement on local streets within the municipality.

Structure: Under the direction of the Commissioner of Traffic who reports to the Committee on Transportation and Legislation.

Budget (1973 Est.): Net Expend. \$1,807,031.

Permanent staff (Feb. 1974): 39.

### 3.3.4 Parks and Recreation Department

Duties: The Department co-ordinates the use of all facilities for parks and recreation, acquires and develops land for parks, and proposes and develops recreation programs. Often works with community groups in the development of youth programs.

Structure: Divisions include: a recreation section and a Community Development section. Department is under the direction of the Commissioner of Parks and Recreation who reports to the Committee on Parks and Recreation.

Budget (1973 Est.): Net Expend. \$5,987,003.

Permanent staff (Feb. 1974): 302.

### 3.3.5 Public Works Department

Duties: The Department has responsibility for road maintenance, snow removal, sewer and water services, garbage collection and sidewalk maintenance.

Structure: Under direction of the Commissioner of Public Works, reports to Committee on Works.

Budget (1973 Est.): Net Expend. \$15,077,072.

Permanent staff (Feb. 1974): 624.

### 3.3.6 Public Health Department

Duties: The Health Department provides continuous inspection of places such as restaurants, bakeries, frozen food plants, barber shops. The Department maintains disease control, environmental sanitation, water and sewage control sections as well as providing Public Health Nurses and school dental services. The Department operates a Birth Control program and a Venereal Disease program. Statutory duties are set out in the Public Health Act and other provincial legislation.

Structure: The Department is under direction of a Medical Officer of Health who reports to the Local Board of Health of the Borough.

Budget (1973 Est.): Net Expend. \$2,234,813.

Permanent staff (Feb. 1974): 246.

### 3.3.7 Planning and Development Department

Duties: The Department is responsible for developing and reviewing the Official Plan (pursuant to the Planning Act) and for the co-ordination of reports and information necessary to the processing of all development applications including subdivisions, rezonings, land divisions, Committee of Adjustment variances and Building Plan approvals. The Department is part of the civic administration of the Borough.

Structure: The Department, through the Commissioner of Planning and Development, is responsible to the Development Committee, the Committee of Adjustment and the North York Planning Board. In matters of personnel and finance, it is responsible to Board of Control. The Department has seven basic divisions: Subdivisions, Zoning, Committee of Adjustment, Development, Drafting, Official Plan, Special Plans.

Budget (1973 Est.): Net Expend. \$550,422.

Permanent staff (Feb. 1974): 43.

Note: See Part II (A) for elaboration of role played by Department in Urban Land Use Planning.

### 3.4 Administrative overview

The Board of Control has overall responsibility for planning and co-ordination of administrative structures. Much of the operational

co-ordination is the result of personal, ad hoc or informal relationships among staff in the various administrative departments of the Borough. Co-ordinating committees or task forces composed of administrative staff are used infrequently although a Technical Advisory Committee composed of the Commissioners of Planning and Development, Public Works, Parks and Recreation and Traffic as well as the Solicitor for the Borough does exist. There is also a Personnel and Employee Safety Committee composed of one member of Council and six other members consisting of Department heads and representatives of labour groups.

Total permanent staff (Feb. 1974): 2,084.

## 4 Intermediary structures

### 4.1 General

The following bodies are neither wholly administrative nor wholly political structures.

### 4.2 Local Board of Health of the Borough of North York

Members: Seven members appointed by Council, at least one of whom is a member of Council. The Medical Officer of Health is also a member.

Meetings: Every two weeks (Wednesdays).

Functions: To supervise services provided by the Public Health Department pursuant to North York By-laws and Provincial Public Health legislation.

### 4.3 North York Public Library Board

Members: Nine members, three appointed by Council, three appointed by the North York Board of Education, two appointed by the Metropolitan Separate School Board and the Mayor or his designate.

Meetings: Once a month.

Functions: The Board supervises the facilities and operations of the North York Library system.

### 4.4 Board of Management of Memorial Community Hall

Members: Seven members including two aldermen appointed by Council.

Meetings: Twice a month.

Functions: To supervise the operation of the North York Memorial Community Hall.

#### 4.5 Court of Revision under the Local Improvement Act

Members: Five members appointed by Council.

Meetings: Decided by the Chairman of the Court.

Functions: Set out under the Local Improvement Act.

#### 4.6 Environmental Control Committee

Members: Thirteen: five members of Council, two members appointed by the Board of Education, six citizens appointed by Council.

Meetings: Once a month.

Functions: To consider ways of protecting the environment from noise, air, water or sight pollution; to offer advice to provincial and federal environmental agencies.

#### 4.7 Utilization of Community Facilities Committee

Members: Twelve members; four aldermen, one controller, five members appointed by North York Board of Education, one member appointed by the Separate School Board and one member appointed by the North York Library Board.

Meetings: Every two weeks (Tuesdays).

Functions: To consider ways of using or improving the use of community facilities such as schools, public halls, etc.

#### 4.8 Committee of Adjustment

Members: Five members appointed by Council.

Meetings: Every two weeks (Wednesdays).

Functions: To consider granting of minor variances from requirements of comprehensive zoning By-law 7625 and other restricted area by-laws if it can be established that such by-laws cause unnecessary hardship to property owners. If a variance is substantial, it must be considered by the Planning Board.

#### 4.9 North York Planning Board

Members: Nine members: the Mayor, three members of Council and five citizens chosen one from each of five planning districts within the Borough and appointed by Council.

Meetings: Every week (Wednesdays).

Functions: Formulates and recommends to Council planning and development policies contained in the District Plans and the Official Plan.

See Part II (A) for detailing of role of Planning Board in the planning process.

See also Metro Toronto s. 4.6 for description of Planning Board duties under the Planning Act.

#### 4.10 North York Hydro-Electric Commission

Members: Three members: the Mayor and two commissioners elected at large in the Borough.

Meetings: Twice a month.

Functions: To supervise the distribution of electric power and collect for its retail sale within the boundaries of the municipality. Under provincial legislation, must maintain and administer an efficient distribution system to meet the needs of the municipality. Finances through sale of electricity and through Borough sales of debentures.

#### 4.11 North York Board of Education

**Members:** Fourteen trustees are elected to two year term, one trustee in each of fourteen wards, by Public School supporters. In addition, two members are elected by vote of the Separate School electors, one from the area east of Yonge Street and one from the area west of Yonge Street, also for two year term. The Board elects its own Chairman.

**Meetings:** Every two weeks.

**Functions:** The Board is responsible for the supervision and operation of the North York Public School system. For the year ending December 31st, 1972, the North York Board of Education recorded actual expenditures of \$103,377,958.00. Recoveries of expenditure totalled \$3,828,161 for a total net actual expenditure in 1972 of \$99,549,797.00. Revenues, mostly payments from the Metropolitan Toronto School Board, totalled \$100,167,452, leaving a surplus of \$617,655 for the year 1972.

#### 4.12 Other bodies and appointments

The Borough of North York also appoints representatives to the following bodies:

- Property Standards Committee
- Social Planning Council of Metropolitan Toronto - North York Area
- North York Historical Society.



## II Political and administrative structures and urban development

### A Urban land use planning

The following analysis outlines in some detail the involvement of the various structures described above in urban land use planning. The term "urban land use planning" refers to the process by which land is utilized within the urban community to facilitate social, economic and physical development of the urban area.

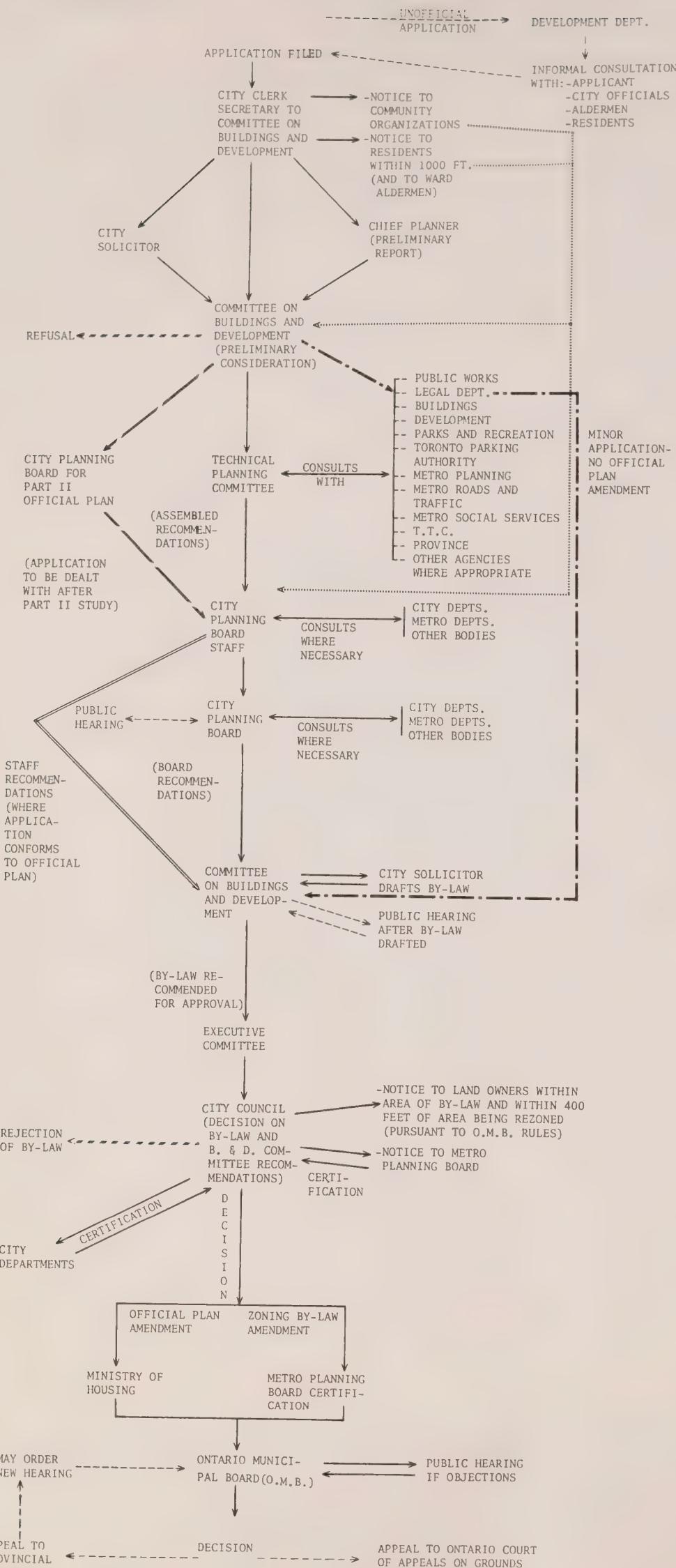
It is to be noted that planning and development within Metro Toronto are responsibilities shared by both local area municipalities and the Metropolitan Corporation. Control of zoning is specifically a local responsibility.

The following figures illustrate basic urban planning processes. They are intended not as a definitive statement of the process involved but rather as a vehicle with which to describe and discuss the roles played by various political and administrative structures in the urban land use planning process.

Figure 10 illustrates the process by which an application for a zoning by-law amendment is processed in the City of Toronto. It is assumed that the application is by a private individual. However, a similar process is employed when the City or the City Planning Board seeks to have a zoning by-law approved or amended. This figure is explained in the following descriptions of the structures identified in Figure 10.

Figure 11 illustrates the process of approval for an Official Plan. It should be noted that Metro Toronto has not had final approval for its Draft Official Plan from the Minister nor has Metro sought such approval. Both the City of Toronto and the Borough of North York have had Official Plans approved by the Provincial Government. The process described in Figure 11 is briefly referred to in the City of Toronto Planning Board description which follows.

Figure 14 illustrates the process of approval of a subdivision plan (with special reference to Borough of North York).



## NOTES TO FIGURE

— USUAL PROCESS - ALL APPLICATIONS

- - - - - POSSIBLE PROCESS - NOT ALWAYS FOLLOWED

- - - - - REFUSAL

- - - - - INPUT BY RESIDENTS EFFECTED BY APPLICATION

- - - - - PROCESSING OF MINOR APPLICATION WHERE OFFICIAL PLAN AMENDMENT NOT NEEDED AND APPLICATION DEEMED TO BE MINOR

- - - - - PROCESS WHERE COMMITTEE ON BUILDINGS AND DEVELOPMENT REQUESTS PART II (DETAILED) STUDY

- - - - - PROCESS WHERE OFFICIAL PLAN AMENDMENT IS NEEDED AND WHERE COMMITTEE ON BUILDINGS AND DEVELOPMENT HAS DECIDED (BY 2/3 VOTE) THAT PLANNING BOARD CONSIDERATION IS NOT NEEDED BUT WHERE CHIEF PLANNER IS CONSULTED

FIGURE 10

PROCESSING OF APPLICATION FOR ZONING  
BY-LAW AMENDMENT - CITY OF TORONTO

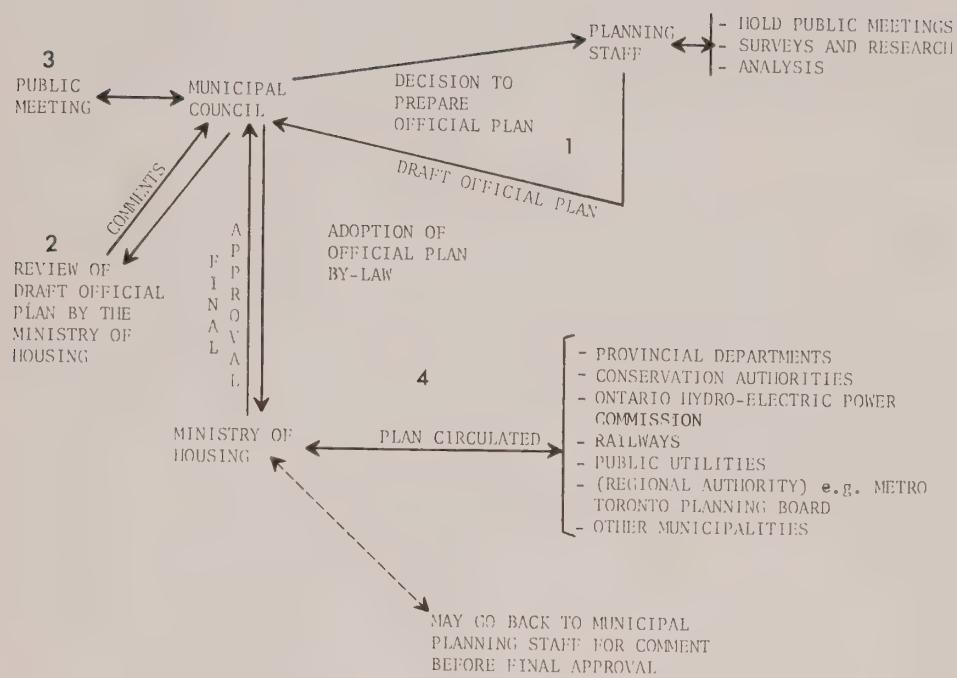


FIGURE 11 PROCESS FOR APPROVAL OF OFFICIAL PLAN  
TORONTO, 1973 (Unofficial)

## 1 Local structures - City of Toronto

### 1.1 Committee on Buildings and Development

#### 1.1.1 General

See City of Toronto, s. 2.5, for detailed description of the Buildings and Development Committee.

#### 1.1.2 Zoning By-law Amendment

Any application for a zoning by-law amendment is received by the secretary of the Committee on Buildings and Development (City Clerk's Department) who forwards the application to the Chief Planner and the City Solicitor for preliminary reports. Area residents and community organizations in the area of the application and the ward aldermen are also informed of the application.

The Buildings and Development Committee may hear deputations from area residents or interested groups and may hold public hearings if the application is of particular importance or if there are objections. The Committee may reject the application initially after preliminary consideration or after having heard from residents, the Planning Board and City Officials.

The Buildings and Development Committee sends the application and its recommendations to the Executive Committee and to Council for final approval.

If the Zoning By-law Amendment involves a minor by-law amendment, that is, one that does not require an official plan amendment, the application is simply forwarded to the Legal Department for consideration, and if their report is favourable, the application is approved and sent to the Executive and to Council.

When the application involves substantial change to the Zoning By-law, it will be sent to the Technical Planning Committee by the Buildings and Development Committee for detailed consideration (see below). This is the usual case.

The Technical Planning Committee will send its report and recommendations to the Planning Board staff which will consider and report on the application to the Planning Board. The Planning Board report is received by the Committee on Buildings and Development. The Committee may hold further public hearings, may refuse the application, may approve the application with qualifications or may send their approval unqualified to the Executive Committee and to Council.

#### 1.1.3 Official Plan Amendment

If the application involves an Official Plan Amendment, the Committee will request that a Part II Study be completed prior to their consideration of the application. A Part II Study is a detailed planning analysis of an area already generally planned under the Official Plan. The Part II Study constitutes the detailed Zoning By-law for final implementation of the Official Plan. Once such a study is completed, the Committee will consider the application as it would a Zoning By-law Amendment. In such a case, the Metro Planning Board is always consulted.

#### 1.1.4 Development Control

It is important to distinguish Development Control Powers from Holding By-laws. The Holding By-law is a temporary measure designed to deal with a temporary or emergent situation where it is expected that planning studies will lead to a Zoning By-law and/or Official Plan Amendment which will deal effectively with the situation and permit the Holding By-law to expire. Development Control Powers require enabling legislation from the province and are a permanent measure to operate in areas of special or particular concern.

City Council recently approved a Holding By-law which, when approved by the Ontario Municipal Board, will formally restrict all new buildings in certain areas of the City, notably the downtown area, to a height of 45 feet or an area of 40,000 square feet. The By-law is designed to slow development in the City for a period of two years or until a review of the development needs within the City

has been completed and appropriate development control legislation secured. The City would then be in a position to better guide its own development. The development control legislation would give Council the power to review and co-ordinate development in areas of change or intended conservation in light of established City and Community objectives. The legislation would supplement the normal process of By-law Amendment and Official Plan Amendment and would replace any 'holding' measures which may have been adopted with a more permanent process.

## 1.2 City Planning Board

### 1.2.1 General

For detailed description see City of Toronto, s. 4.2.

### 1.2.2 Zoning By-law Amendment

An application for a Zoning By-law Amendment is received by the City Clerk who sends the application to the Chief Planner for a preliminary report which will be sent to the Committee on Buildings and Development. Once the application is given preliminary consideration by the Committee, it will be sent to the Technical Planning Committee and then to the Planning Board Staff. The Staff receives the report and recommendations of the Technical Planning Committee. It then processes those reports, performs its own studies and sends the report to the Planning Board. In the process, the Planning Board Staff will consult with local residents concerning the application and incorporate their interests or objections in its report. The Planning Board Staff (described in the accompanying Organizational Chart, Figure 12) will then submit a report to the Planning Board who will consider the report, conceivably invite further reports from other departments or agencies, and pass their final report to the Committee on Buildings and Development. If there is interest in or objections to the proposed application, the Planning Board may hold public hearings.

A minor by-law application which involves no official plan amendment is considered only in the preliminary report of the Chief Planner but not by the Board Staff or the Planning Board. As has been said, the Chief Planner reports to the Buildings and Development Committee which forwards the application to the Legal Department. Their report is sent to the Executive Committee and to Council.

#### 1.2.3 Official Plan Amendment

An application for an Official Plan Amendment will be commented upon initially by the Chief Planner in a preliminary report to the Buildings and Development Committee. Where an Official Plan Part II Study (explained above s. 1.1.3) has not been completed in the area pertaining to the application, the Committee on Buildings and Development will request that one be completed before dealing with application. If the Part II Study has been completed (or when it is), the Committee will request reports and recommendations from the Planning Board concerning the proposed application in light of its conformity with the Official Plan and Part II Study. The Planning Board may hold public meetings concerning the proposed Official Plan Amendment and the Board Staff will invariably consult with local residents in the course of conducting the Part II Study.

The Planning Board may not be consulted where the Official Plan Amendment is needed but where the application is in conformity with the Official Plan. In such a case, the Chief Planner is consulted but the Committee on Buildings and Development has decided by a 2/3 vote that Planning Board consideration is not needed.

As has been mentioned, the City of Toronto had its Official Plan approved on October 1st, 1969. The process described in Figure 11 is similar to that by which approval was granted to the City's Plan in 1969.

#### 1.2.4 Development Control

Development Control Powers and Holding By-laws have been distinguished in s. 1.1.4 above.

The Planning Board Staff were involved in the preparation of the current Holding By-law and reports which were submitted by the Planning Board to the Committee on Buildings and Development and which led to the current City legislation limiting the size of buildings in specific areas of the City. The Board Staff worked with the Development Department in the preparation of the Holding By-law and consulted with other City and Metro agencies concerning the nature of the proposed By-law.

The Planning Board Staff have also been involved in the preparation of draft proposals for development control legislation.

Applications for exemptions from the current Holding By-law, should there be any, will be considered by the Committee on Buildings and Development and the Committee will request reports from the Planning Board on any such application.

#### 1.2.5 Communication and participation structures

The Official Plan of the City of Toronto setting out general and transportation patterns for the City was approved by the Province in October, 1969. The Planning Board and staff are now engaged in Part II Official Plan studies to provide detailed land use criteria under the general pattern described in the Official Plan. In the course of this work, the Board and staff have evolved the use of various sub-committees, task forces and working committees with which to obtain public participation and to maintain communication with the public, City and Metro officials.

The following list includes many working committees and task forces on which the Planning Board and staff work with area residents and community organizations:

- a) South of Carleton Working Committee
- b) Yonge-St. Clair Task Force

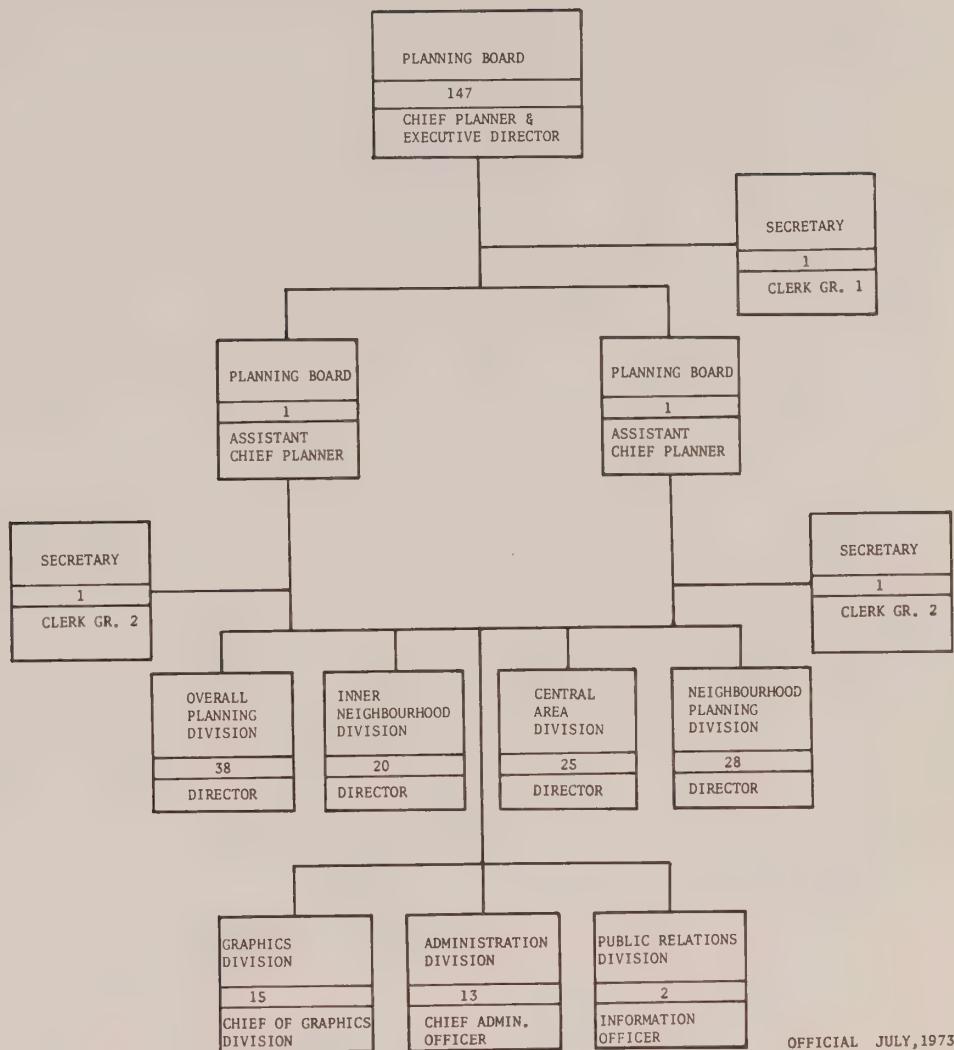


FIGURE 12 CITY OF TORONTO - PLANNING BOARD -  
PLAN OF ORGANIZATION

- c) Core Area Task Force
- d) Woodbine-Kippendavie Working Committee
- e) Hydro-Block Working Committee
- f) Bathurst-St. Clair Study Task Force
- g) Pape/Gerrard Area Working Committee
- h) Toronto Western Hospital Working Committee.

The Board and staff have also evolved a number of sub-committees to deal with particular issues:

- a) Various sub-committees for arrangement of public meetings
- b) Sub-Committee on Personnel, Salaries and related matters
- c) Sub-Committee for Arrangements for Federal Public Park in Central Waterfront
- d) Sub-Committee on Future Role and Function of the Board
- e) Sub-Committee on Study of Surface Transit in East End.

As well, the Board appoints representatives to the Metro Planning Board, C.N.E. Association, Social Planning Council and the Citizen's Advisory Planning Committee in North Toronto.

The role of the appointed Planning Board is currently being reviewed. One of the considerations of the review by City Council is the possibility of the Planning staff becoming a City Department. No action on this has yet been taken.

### 1.3 Technical Planning Committee

#### 1.3.1 Members

The Committee is composed of the Chief Planner, the Commissioners of Development, Public Works and Parks and Recreation, and the City Solicitor who acts as Chairman.

### 1.3.2 Meetings

As it can be seen from Figure 10, the Committee meets when required to consider particular by-law or official plan amendment applications or matters of a planning and development nature. It may meet in whole or on an ad hoc basis with only a few members.

### 1.3.3 Functions

The Committee co-ordinates the preparation of reports and recommendations from City and Metro departments concerning particular by-law, official plan or planning policy issues.

### 1.3.4 Lines of communication

The Committee reports to the Planning Board staff on matters involving Official Plan or Zoning By-law amendments. In other matters, such as proposed Holding By-laws or policy proposals, the Committee may be requested to report to the Planning Board, the Committees of Council, the Executive Committee or Council itself. Its lines of communication are not completely formalized.

## 1.4 Development Department

### 1.4.1 General

For a detailed description see City of Toronto, s. 3.2.3.  
(See also Figure 13).

### 1.4.2 Development activities (informal)

The Development Department is involved in an informal, unofficial manner with the processing of applications for Zoning By-law Amendments and Official Plan Amendments. In many instances, private individuals or firms seeking to construct a large-scale commercial or residential development will approach the Development Department

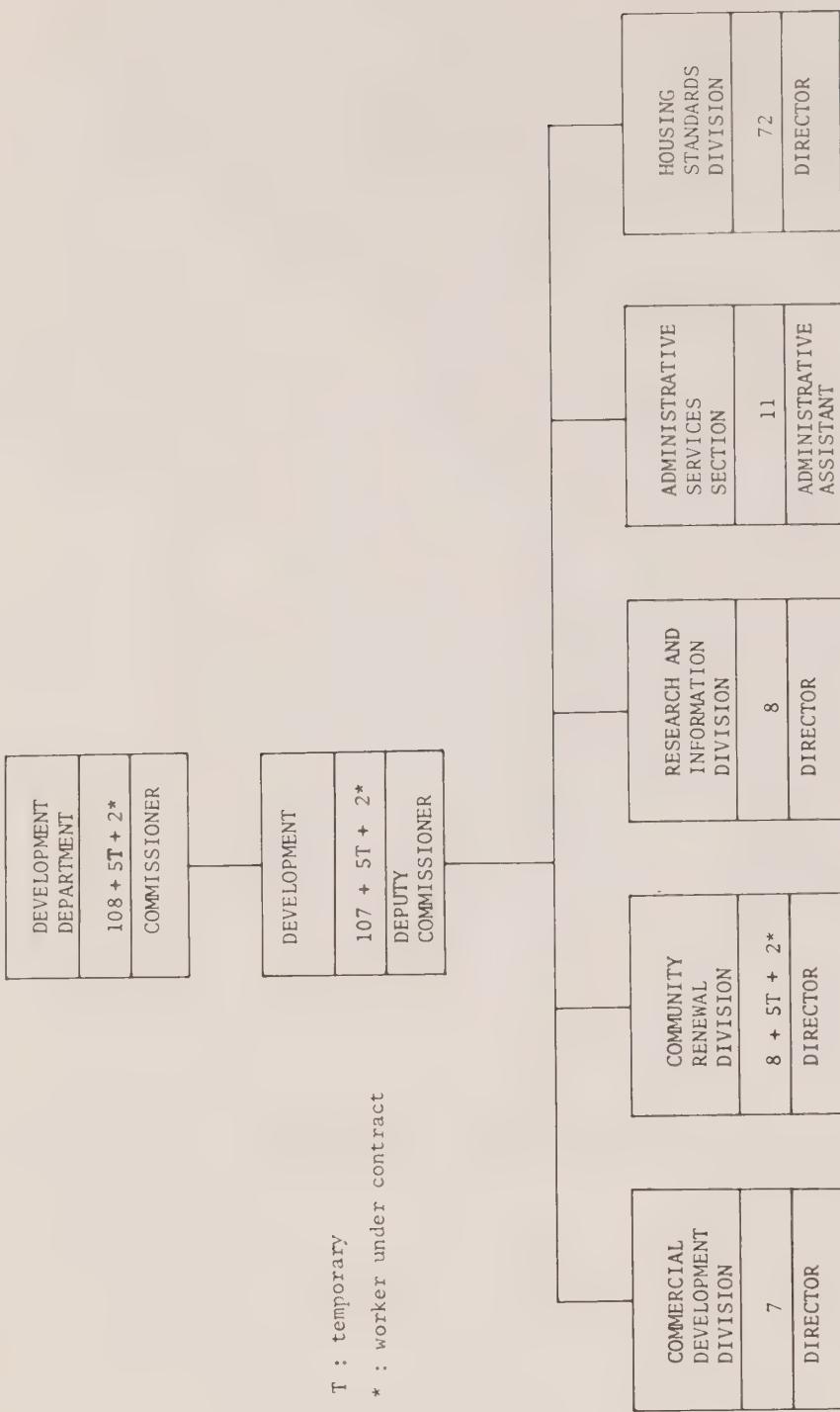


FIGURE 13 CITY OF TORONTO - DEVELOPMENT DEPARTMENT - PLAN OF ORGANIZATION

OFFICIAL OCTOBER, 1973

on an informal basis before making an official application for a building permit which may entail zoning or official plan changes. In such an instance, the Development Department would contact and arrange informal consultations between the would-be developer and such city officials, area residents or local aldermen as may be involved. This consultation would serve to 'iron out' details of the application before it is officially made, thus enabling it to travel the official process much more smoothly.

#### 1.4.3 Development activities (formal)

The Development Department provides information in the form of reports and recommendations to the Committee on Buildings and Development, the Committee on Urban Renewal, Housing, Fire and Legislation, the Executive Committee, to Council and to the Technical Planning Committee when so requested. The Department also works closely with the Planning Board staff and with other concerned departments in matters involving planning and development policy.

As a result of renewed interest in community development, improvement of neighbourhoods and renewal of housing stocks, the Development Department has had an increased role in the area of Neighbourhood Improvement Programs (financing for which has recently been announced by the federal and provincial governments). This sort of development is on a small local scale involving planning staff and development staff in coordination of operations and improvement programs.

#### 1.4.4 Communication and participation structures

The Development Department is represented on several issue or development oriented special purpose committees. These include:

- a) Subway Related Development Committee
- b) Toronto Waterfront Committee
- c) Intergovernmental Liaison Committee on Metro Centre.

In addition, the Development Department performs a public relations function publishing and providing information on various aspects of development in Toronto.

### 1.5 Other City Departments

While most city departments are involved in some way with urban land use planning and development in the City, this involvement is confined for the most part to reports and recommendations channelled through the Technical Planning Committee or Committees of Council.

A new Department for Housing is being established which will play a considerable role in overall planning and development in the City.

### 1.6 Community organizations

Community organizations in the City of Toronto constitute an increasingly important aspect of urban land use planning. These groups which include tenants organizations, residents organizations, rate-payers groups, ad hoc working groups and task forces as well as formalized structures such as the Confederation of Residents and Rate-payers Organizations, are increasingly better informed and more able to offer advice and criticism concerning development proposals. While still not acting in a structured manner, they none the less constitute a highly vocal and visible force for planning and development in the City.

Such groups are now consulted almost as a matter of course by the Planning Board or by Committees of Council when a particular issue on zoning or official plan application is first presented. Frequently, these groups will submit briefs regarding a given proposal to either the Planning Board or Committees of Council.

The City of Toronto has designated eleven areas of the city as Neighbourhood Improvement districts. The City was to fund the program at a cost of about \$1,000,000 annually with the expressed hope of improving and rehabilitating residential housing in the eleven areas. In June of 1973, about three months after the City launched its program, the federal government announced amendments to the National Housing Act that provided for a new tri-level Neighbourhood Improvement Program.

In conjunction with this program, the City Planning Board opened on-site planning offices in each of the eleven areas. In these same offices were to be located Development Department Staff who were involved in the neighbourhood improvement projects.

This decentralization of planning and development staff is part of an on-going city program to decentralize its operations generally. It is difficult to assess the relative success of the program at the present time as it has been in operation only a short time.

#### 1.7 Committee on Urban Renewal, Housing, Fire and Legislation

##### 1.7.1 General

For detailed description see City of Toronto, s. 2.5.

##### 1.7.2 Activities in the area of land use planning

The Committee is generally responsible for matters involving the National Housing Act, housing standards and applications for specific legislation (not Zoning By-laws or Official Plan amendments). The Committee has recently considered in some detail the possibility of creating a new Housing Department in the City of Toronto. The Report of the Housing Work Group, Living Room - An Approach to Home Banking and Land Banking For the City of Toronto, has been received by Council and by the Committee and at this writing, it is expected that much of the report will be adopted.

The Committee is also involved in applying recent programmes offered under the National Housing Act such as the Neighbourhood Improvement Program (N.I.P.) and is working with both the Planning Board Staff and the Development Department in utilizing resources now being made available.

##### 1.7.3 Lines of communication

The Committee may request and receive reports and recommendations from the Development Department, the Planning Board and such other departments as it may deem necessary. These reports are considered

and passed to the Executive Committee and to Council.

#### 1.8 Executive Committee

The Executive Committee receives all reports from various standing Committees of Council and has the authority to amend or comment upon them. In matters where an Official Plan or By-law Amendment has been approved by the Committee on Buildings and Development, the Executive will usually pass that decision to Council for approval. The rationale for this is that the application has been considered by the various City and Metro departments, by the Technical Planning Committee and by the Committee on Buildings and Development and that objections to the By-law or Official Plan application have been duly voiced and dealt with. Since this is the case, it would be redundant for the Executive to hear deputations and consider the whole thing all over again. Accordingly, unless the recommendation of the Committee is particularly objectionable or poorly considered, the Executive will pass it on. If the decision of the Committee is considered objectionable, the Executive may amend it and raise questions concerning it in Council.

In situations where a particularly large or important matter is concerned, such as the Holding By-law mentioned above or the Metro Centre Development project, the Executive will play a much more influential role to ensure that general policy as stated by the Executive is adhered to. The Executive can influence such decisions by participation in Committee meetings and by requesting and submitting reports of its own on the matter. Where a proposal involves financial considerations, the decision of the Executive requires a two-thirds vote of Council to be overturned.

#### 1.9 City Council

Council has the final say in matters involving Zoning By-law or Official Plan Amendments at the municipal level. Council may

approve decisions taken by the Standing Committee, may refer decisions back to the Committee, may request further reports from Planning Board or other departments or may defeat the proposal by vote of the majority. (Proposals involving financial considerations having been approved by the Executive require a two-thirds vote.) Council may also reopen for discussion any proposal and may hold public hearings on the matter.

As indicated in Figure 11, City Council had final approval of the City's Official Plan.

Effective December, 1973, the Province of Ontario passed an amendment to the Planning Act to give municipalities greater control over development. Under terms of the Amendment, where there is an official plan in effect in a municipality, the Council of the municipality in a by-law passed under section 35 of the Planning Act may, as a condition of development or redevelopment of land or buildings, prohibit or require provision, maintenance and use of the following facilities and matters and may regulate the maintenance and use of such facilities and matters:

1. Widening of highways that abut on the land that is being developed or redeveloped.
2. Subject to The Public Transportation and Highway Improvement Act, facilities to provide access to and from the land such as access ramps and curbings including the number, location and size of such facilities and the direction of traffic thereon.
3. Off-street vehicular parking and loading areas and access driveways including the surfacing of such areas and driveways.
4. Walkways and all other means of pedestrian access.
5. Removal of snow from access ramps, driveways, parking areas and walkways.
6. Grading or change in elevation or contour of the land and the disposal of storm, surface and waste water from the land and from any buildings or structures thereon.
7. Conveyance to the municipality, without cost, of easements required for the construction, maintenance or improvement of any existing or newly required watercourses, ditches, land drainage works and sanitary sewerage facilities on the land.

8. Floodlighting of the land or of any buildings or structures thereon.
9. Walls, fences, hedges, trees, shrubs or other suitable ground-cover to provide adequate landscaping of the land or protection to adjoining lands.
10. Vaults, central storage and collection areas and other facilities and enclosures as may be required for the storage of garbage and other waste material.
11. Plans showing the location of all buildings and structures to be erected on the land and the location of the other facilities required by the by-law.
12. Perspective drawings and plans showing building elevations and cross sections of industrial and commercial buildings and residential buildings containing twenty-five or more dwelling units.

## 2 Local structures - Borough of North York

The process by which Zoning By-law or Official Plans are amended as described above in Figure 10 is very similar in both the City of Toronto and the Borough of North York. The structures involved differ slightly as do the names, but the overall requirements for approval, particularly at levels above the local level, are the same.

The process for approval of the Official Plan (Figure 11) is the same. Figure 14 which follows illustrates the process by which a subdivision plan is approved. Subdivision approvals are not mentioned in the City of Toronto study since the City's available land has been fully developed and large subdivision schemes are no longer a factor in the urban land use planning process.

### 2.1 Committee on Development

#### 2.1.1 General

See Borough of North York s. 2.5 for details.

#### 2.1.2 Zoning By-law Amendments

Applications for Zoning By-law Amendments are filed first with the Department of Planning and Development within the Borough of North York. Such applications do not reach the Development Committee until they have been considered by the Planning Board and are presented to Council. They may be but are not always referred to the Development Committee for consideration.

#### 2.1.3 Official Plan and Amendments

The Development Committee has overall responsibility for the "orderly development of the municipality" and for the implementation of the five district plans. These District plans represent detailed land use policies for the area.

Where an application is received to amend the official plan, the Development Committee is consulted only after the application has been considered by the Planning and Development Department and the Planning Board.

#### 2.1.4 Development Control

The Development Officer (see 2.2.2 below) reports to the Development Committee in matters relating to development promotion.

The Development division of the Planning and Development Department concerns itself with specific land uses which may be referred to the Development Committee.

Any Development Control Powers sought by the Borough would involve a report from the Committee as would any proposed Holding By-law. The Borough is currently considering a By-law to limit office development in the Borough but as yet details are unavailable.

### 2.2 Department of Planning and Development

#### 2.2.1 General

See Borough of North York, s. 3.2.14 for details.

#### 2.2.2 Zoning By-laws and Official Plan

The Planning and Development Department provides staff for the Planning Board, the Committee of Adjustment and acts as an administrative department. The Department receives all applications for Official Plan and Zoning By-law Amendments and is responsible for the implementation of the District plans.

The Department consults with other departments, with the Metro Planning Board and other Metro bodies and with the Province concerning any application and reports to the Planning Board with recommendations. The Borough's Official Plan was first adopted in 1948 and has been under review since 1966.

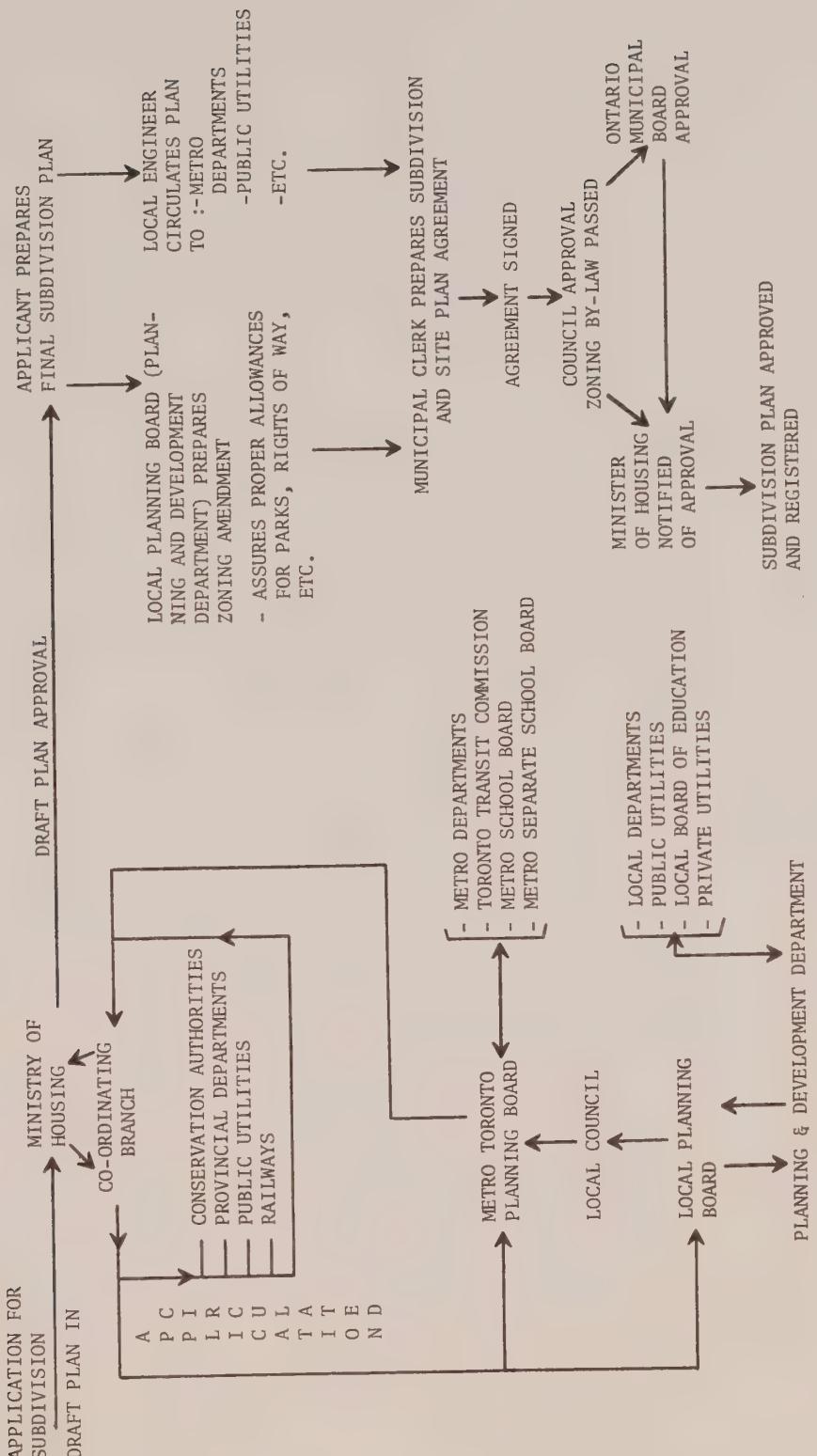


FIGURE 14

PROCESS FOR APPROVAL OF SUBDIVISION PLAN - 1973 (UNOFFICIAL)

### 2.2.3 Subdivision plans

Draft subdivision plans (as shown in Figure 14) are submitted initially to the Ministry of Housing. The Ministry circulates such draft plans among provincial agencies and departments and also sends the application to Metro Toronto Planning Board and to the Local Planning Board for circulation at those levels.

The division of the Planning and Development Department which deals with subdivision applications provides staff support for the Planning Board which co-ordinates local recommendations in matters of subdivision. The Department ensures that the plans are within the constraints of the Official Plan and District Plan and that the proposal conforms to the Official Plan. The Department circulates the proposal among local departments and agencies and refers the proposal with these recommendations back to the Planning Board.

Once a draft subdivision plan is approved by the Planning Board it will go to Council for approval and then the Metro Planning Board which circulates the proposal to various Metro departments and agencies. Comments of both the local and Metro agencies on the draft subdivision plan go to the Province for further consideration and approval.

Once the draft subdivision is approved, it is returned to the private developer who prepares final plans which are submitted to the Borough. The Planning and Development Department together with the Borough Clerk and Legal Department prepare necessary legislation in the form of By-laws to be approved by Council.

The process described is a lengthy one which may take several years from first application to eventual completion of the subdivision. The Department of Planning and Development works closely with the private developer to ensure that the subdivision plan retains its validity and conformity with official plans and that area services such as electricity, sewage water, etc. will meet the needs of the new subdivision.

#### 2.2.4 Co-ordinating role

The Planning and Development Department also plays a co-ordinating role in terms of informal relations with other Borough departments to ensure that the District Plans and the operations of various departments are co-ordinated.

### 2.3 Technical Advisory Committee

#### 2.3.1 Members

Composed of the Commissioners of Planning and Development, Public Works, Traffic, Parks and Recreation, By-law Enforcement, Buildings and the Borough Solicitor.

#### 2.3.2 Meetings

With regard to planning, meets irregularly when a particular Committee or Council or the Planning Board requires a report.

#### 2.3.3 Function

Provides technical information and recommendations when requested.

### 3 Metropolitan Toronto structures

#### 3.1 Metropolitan Toronto Planning Board

##### 3.1.1 General

For detailed description see Metro Toronto, s. 4.6.

Note changes recorded under s. 4.6 concerning abolition of Metro Planning Board and subsequent creation of Metro Toronto Planning Department. Power and responsibilities described below remain substantially unaltered. Metro Planning Board is replaced by Metro Toronto Council. Planning Board Staff became staff of the new Metro Toronto Planning Department.

##### 3.1.2 Zoning By-laws

Local area municipalities which have approved applications for Zoning By-law Amendments or passed restricted area (Zoning) By-laws advise the Metro Planning Board that they are about to apply to the Ontario Municipal Board for approval. The Commissioner comments directly to the O.M.B. on such By-laws and reports his action to the Board at its next meeting. The Commissioner must certify that the By-law is in conformity with the local Official Plan and the Metro Draft Official Plan. When the By-law does not conform to the Metro Plan, or local Planning Board and Council views differ on matters of Metropolitan significance or there is a difference of opinion with respect to planning standards, the By-law is referred to the Metro Planning Board who make appropriate recommendations to Metro Council.

##### 3.1.3 Subdivision plans

For each proposed subdivision, the Metro Planning Board staff will obtain the views and recommendations of local and metropolitan agencies concerning each proposed subdivision and these are submitted to the Minister by the Commissioner of Planning, subject to confirmation at a subsequent meeting of the Planning Board. The matter is referred to the Planning Board where a major development policy is concerned, where local and metropolitan staff views cannot be resolved or where the applicant objects to proposed conditions or appeals to the O.M.B. on matters of metropolitan significance.

### 3.1.4 Metro Draft Official Plan and Official Plan Amendments

The Metro Draft Official Plan was approved by the Planning Board and by Metro Council in 1966 as a guide and policy for development of the Metro area but not as an Official Plan under the Planning Act. While not an Official Plan, the draft plan has been successfully used as a guideline to which all local Official Plan Amendment and Zoning By-law Amendments must conform.

Each local Official Plan Amendment is considered with regard to its conformity to the Metro Draft Plan and if it conforms, the Commissioner of Planning may recommend approval by the Minister and report his action (the Commissioner's) to the Metro Planning Board at its next meeting. When a proposed local plan amendment does not conform to the Metro Draft Plan, the Commissioner reports to the Board which considers the matter and processes the amendment as follows:

- a) where refusal is recommended, the Board shall so advise the Minister;
- b) where approval is recommended of an amendment to the Official Plan of a local municipality, the Board shall so advise the Minister and on his approval request Council to amend the Metro Draft Plan accordingly.

Since the Metro Draft Plan is not an Official Plan, Metro Council may amend it without approval of the Province.

### 3.1.5 Relations with Local Planning Boards and Departments

When the Metro Planning Board was initially established, it provided actual planning services to area municipalities which otherwise could not afford professional planning staff. At the present time, all area municipalities have such professional staff and as a result do not require such services. The Metro Board, however, still continues to provide advice and technical assistance when requested on an informal basis to area planning boards and planning departments.

### 3.1.6 Transportation planning

As the following organizational charts (Figures 15 and 16) indicate, the Metro Planning Board is in the process of expanding the Transportation Planning Division within the Board. The work of the Board in the area of transportation planning is discussed in Part B, Urban Transportation Planning (below).

### 3.1.7 Relations with other bodies

The Metro Planning Board maintains relations with and sends representatives to a number of committees and other bodies concerned with various aspects of urban planning, transportation and development.

#### 3.1.7.1 In the field of transportation

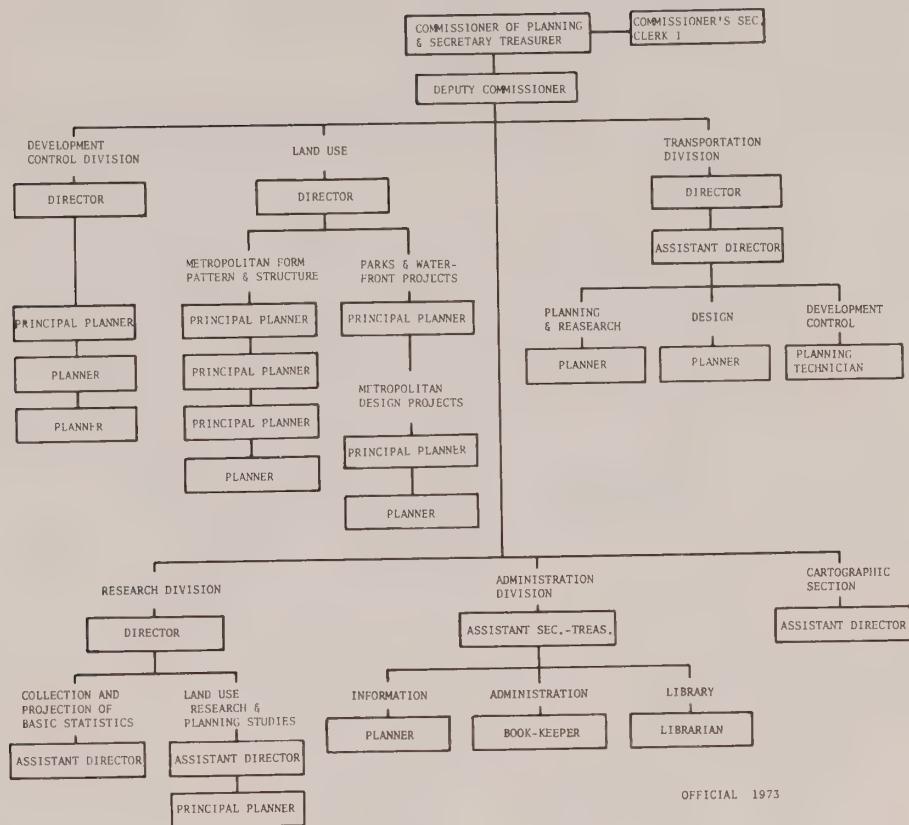
- Metropolitan Toronto Transportation Technical Advisory Committee
- Subway Property Committee
- Metropolitan Traffic Technical Committee
- Joint Technical Transportation Planning Committee for the Metropolitan Toronto Area
- Computer Program Specification Technical Committee
- University of Toronto-York University Joint Program in transportation
- Toronto International Airport II Ground Transportation Technical Committee.

These bodies are discussed in detail in Part B, Urban Transportation Planning (below).

#### 3.1.7.2 In the field of land use planning

The Metro Planning Board is represented on the following bodies which are involved in Urban Land Use Planning:

- a) Technical Advisory Committee on Parks and Conservation
  - composed of staff members of the Metro Planning Board, Metro Parks Department, Metro Toronto and Region Conservation Authority, Metro Works Department, Metro Roads and Traffic.



OFFICIAL 1973

FIGURE 15

METROPOLITAN TORONTO PLANNING BOARD  
EXISTING STAFF ORGANIZATION CHART, 1973

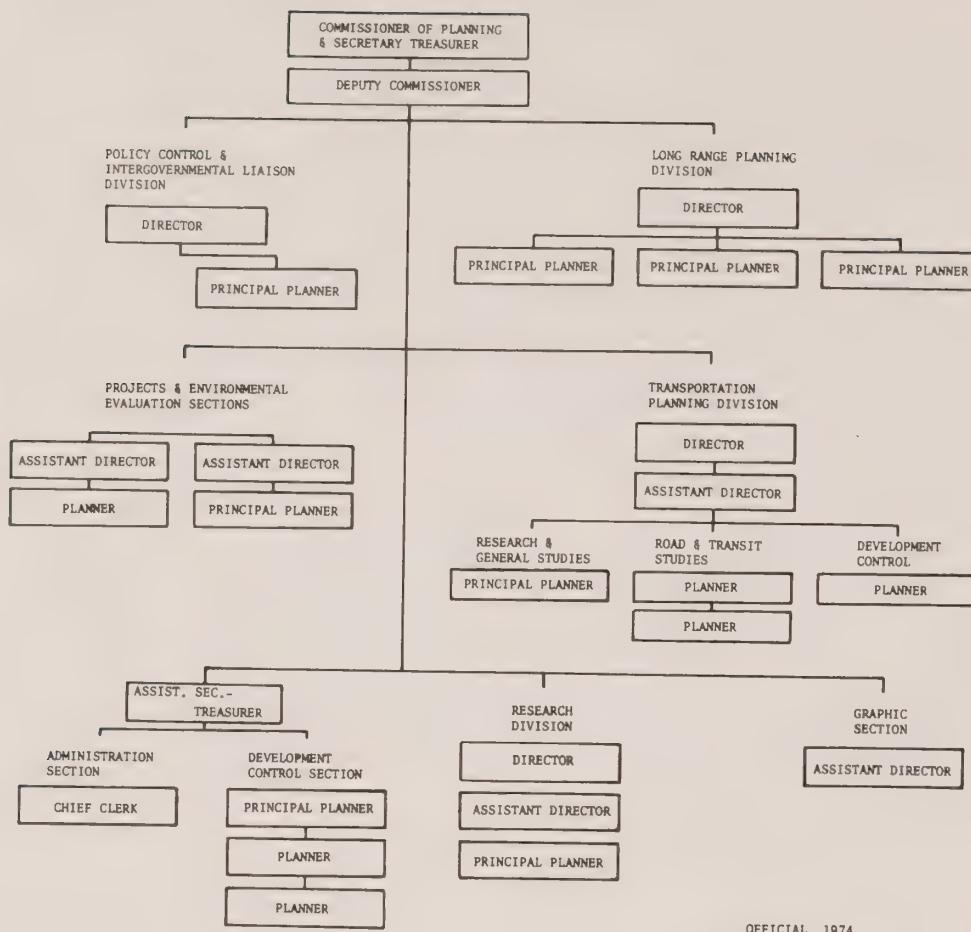


FIGURE 16

METROPOLITAN TORONTO PLANNING BOARD

PROPOSED STAFF ORGANIZATIONAL CHART, 1974

- b) Metro Toronto Public Utilities Co-ordinating Committee
  - representatives from various Metro departments and area municipalities as well as all public utilities;
  - establishes utilities standards and co-ordinates installation.
- c) Committee of Area Planning Directors
  - meets once a month to provide continuous review of Official Plan;
  - creates technical ad hoc committees to deal with specific issues.
- d) Planning Research Committee of Metropolitan Toronto
  - intermunicipal committee of research planners meets periodically to exchange information and ideas and to avoid duplication of planning work.
- e) Toronto Area Research Conference
  - meets monthly to discuss recent research into sound economic and planning matters relevant to the development of the Toronto area.
- f) Intergovernmental Waterfront Park Policy Committee
  - policy-making body concerned with development of 80 acre park donated by the federal government to Metro in November of 1972;
  - composed of federal Minister of State for Urban Affairs, the Provincial Minister of Treasury Economics and Intergovernmental Affairs, the Metro Chairman and the Mayor of Toronto;
  - supported by a technical committee.
- g) Waterfront Advisory Board of the Metropolitan Toronto and Region Conservation Authority
  - i) Technical Task Force
    - includes staff members from Metro Planning Board, Metro Roads and Traffic Department, Metro Parks, Provincial Ministries and the Toronto Harbour Commission;

- specific staff from these bodies assigned to develop program for waterfront development;
- meets every two weeks or once a month;
- has been quite successful in completing five-year program of development and has begun ten-year plan.

ii) Central Waterfront Advisory Committee

- a body similar to the Technical Task Force but with City of Toronto representatives;
- the technical committee of this body includes the same people as the Technical Task Force as well as representatives from the Toronto Planning Board.

h) Intergovernmental Liaison Committee on Metro Centre

- concerned with Metro Centre Development proposal

i) Political Committee

- consists of the Secretary to the Provincial Cabinet, Chairman of City Council, the Metro Chairman;
- has met three or four times to outline overall policy.

ii) Technical Committee

- includes the City Development Commissioner representing all City departments, Metro Planning Commissioner representing Metro departments and the T.T.C., Provincial and Federal Deputy Ministers, and the Private Developer;
- meets regularly to discuss evolving detailed plans for Metro Centre.

i) Toronto Centre Co-ordinating Committee

- consists of the Regional Chairmen of York, Durham, Peel, the Metro Chairman and the Minister of Treasury, Economics and Intergovernmental Affairs;
- staffed by Ministry, calls in such planners and administrators from areas as are required;
- meets irregularly to discuss problems and policies of mutual interest.

- j) Regional Chairmen's Committee
  - meets once a month to discuss mutual problems, particularly legislation and finance;
  - eleven regional Chairmen plus Metro Chairman;
  - Metro Planning Board provides staff support when requested.

#### 3.1.7.3 In other fields related to urban land use planning

- a) Metropolitan Toronto Hospital Planning Council
  - Council set up by Ministry of Health of Ontario to advise the Ministry on matters involving health programs and hospitals in the Toronto area;
  - deputy Commissioner is Metro Planning Representative;
  - the Council may be replaced in the near future.
- b) Research Advisory Committee of the Social Planning Council of Metropolitan Toronto
  - Director of the Metro Planning Board Research Division appointed to the above committee to advise the S.P.C. research group.

In addition, the Metro Planning Board sends representatives to meetings with agencies such as the Air Management Branch, Ministry of the Environment, to discuss air pollution control.

The Metro Planning Board also forms ad hoc committees to discuss specific planning, development or technical matters.

#### 3.2 Other Metro Departments

Other Metro Departments and bodies such as the Toronto Transit Commission and the Police Department are consulted in matters of urban land use policy and planning as a matter of course and in matters relating to local Zoning By-law Amendments, Official Plan Amendments and subdivision plan approvals.

### 3.3 Special Authorities - Metropolitan Toronto and Region Conservation Authority

#### 3.3.1 General

For detailed description of the Authority, see Metro Toronto s. 4.7.

#### 3.3.2 Functions relative to urban land use planning

The Conservation Authority is consulted by local planning boards and the Metro Planning Board in matters involving substantive planning policy, Zoning By-law amendment, Official Plan amendment or subdivision plan approvals to ascertain the import of such matters on drainage areas and flood plains under the authority of the Conservation Authority.

The Conservation Authority has also been given responsibility for planning and development of the Metro Waterfront (other than the Central Waterfront which is under City jurisdiction).

### 3.4 Metro Planning and Legislation Committee

#### 3.4.1 General

For description see Metro Toronto s. 2.4.

#### 3.4.2 Functions relative to urban land use planning

Matters involving planning and legislation are referred to this Committee. Where urban planning is involved the Committee requests reports from the Metro Planning Board and, on receiving them, reports to the Executive Committee. The Committee is concerned more with overall planning policy in relation to Metro.

### 3.5 Metro Executive Committee

#### 3.5.1 General

See Metro Toronto s. 2.4 for description.

#### 3.5.2 Functions relative to urban land use planning

Generally receives reports from Standing Committees and from the Planning Board and may comment on them before they are referred to Council.

### 3.6 Metro Council

#### 3.6.1 General

See Metro Toronto s. 2.3 for description.

#### 3.6.2 Functions relative to urban land use planning

Metro Council is required to approve Zoning By-law amendments, Official Plan amendments, subdivision plans and planning policy matters where there is some difference of opinion expressed by local bodies and the Metro Planning Board and where otherwise referred by the Board. As all local municipalities are represented on the Metro Council, it is left to this body to resolve individual differences.

Metro Council is also responsible for approving the Draft Official Plan and its on-going review.

Under S. 44(b) of the Planning Act (as amended December, 1973), a municipality may apply to the Province to be delegated authority under the Planning Act. The Province has indicated a willingness to delegate to Ontario municipalities certain powers of approval under the Planning Act.

The following is the text of the Government's statement on delegation of approval powers made in September, 1973:

a) Official plans

It is recommended that once the Minister has approved a regional official plan, the Minister's powers of approval for official plans of area municipalities be delegated to a regional government. The regional governments should follow specified procedures and be required to issue a decision within a specified time period.

b) Plans of subdivision

It is recommended that once the Minister has approved a regional official plan, the Minister's powers of approval for plans of subdivision be delegated to a regional government. The regional governments should follow specified procedures and be required to issue a decision with a specified time period.

c) Zoning by-laws

It is recommended that, as soon as possible, regional governments take over the duties of commenting to the Ontario Municipal Board on the conformity and technical aspects of zoning by-laws passed by area municipalities.

d) Consents and variances

It is recommended that, as soon as possible, regional governments assume the duties of monitoring the consent and variance granting activities of Committees of Adjustment and Land Division Committees. Procedures are recommended to permit the regional planning staffs to offer technical advice on consent applications made to such committees. It is also recommended that Land Division Committees be established within all regional governments for the purpose of granting consents.

e) Amendment to the Planning Act

It is recommended that The Planning Act be amended to give the Minister a discretionary power to call in any application to a regional municipality to which the Minister's powers have been delegated.

f) Amendments to regional government Acts

It is recommended that:

- i) The Municipality of Metropolitan Toronto Act be amended to allow for the delegation of the Minister's powers.
- ii) All of the regional government Acts be amended to establish time limits during which the area municipalities shall

adopt a new, or amend an existing, official plan or zoning by-law once a regional official plan has been approved.

- iii) Regional governments be given the power to amend area municipality official plans and zoning by-laws in default of the area municipality taking such steps within the time limit.

g) Ontario Municipal Board

It is recommended that the Ontario Municipal Board's rules of procedure be amended to enable regional governments to comment on zoning by-laws.

h) Committee of Adjustment/Land Division Committees

It is recommended that the rules of procedure of the above committees be amended to provide for the adoption of the variance and consent monitoring procedures recommended in the report.

i) Delegation to other municipalities

It is suggested that the possibility of delegating some of the Minister's powers of approval to municipalities other than regional governments be given serious consideration.

As yet, Metropolitan Toronto has no approved Official Plan. Accordingly, the powers of approval described above have not, for the most part, been delegated. The Metro Toronto Planning Staff do comment on applications for zoning by-laws put forward by Metro area municipalities.

The program of delegation of approval powers to regional and metropolitan levels of government is proceeding slowly. As indicated, the import of such delegation for Metropolitan Toornto remains unclear.

## 4 Provincial structures

### 4.1 Ministry of Treasury Economics and Intergovernmental Affairs

#### 4.1.1 General

The Ministry was created in April, 1972, from elements of several provincial departments, boards and commissions (Figure 17).

Effective January, 1974, some of the responsibilities of the Ministry were moved to the newly created Ministry of Housing.

#### 4.1.2 Functions

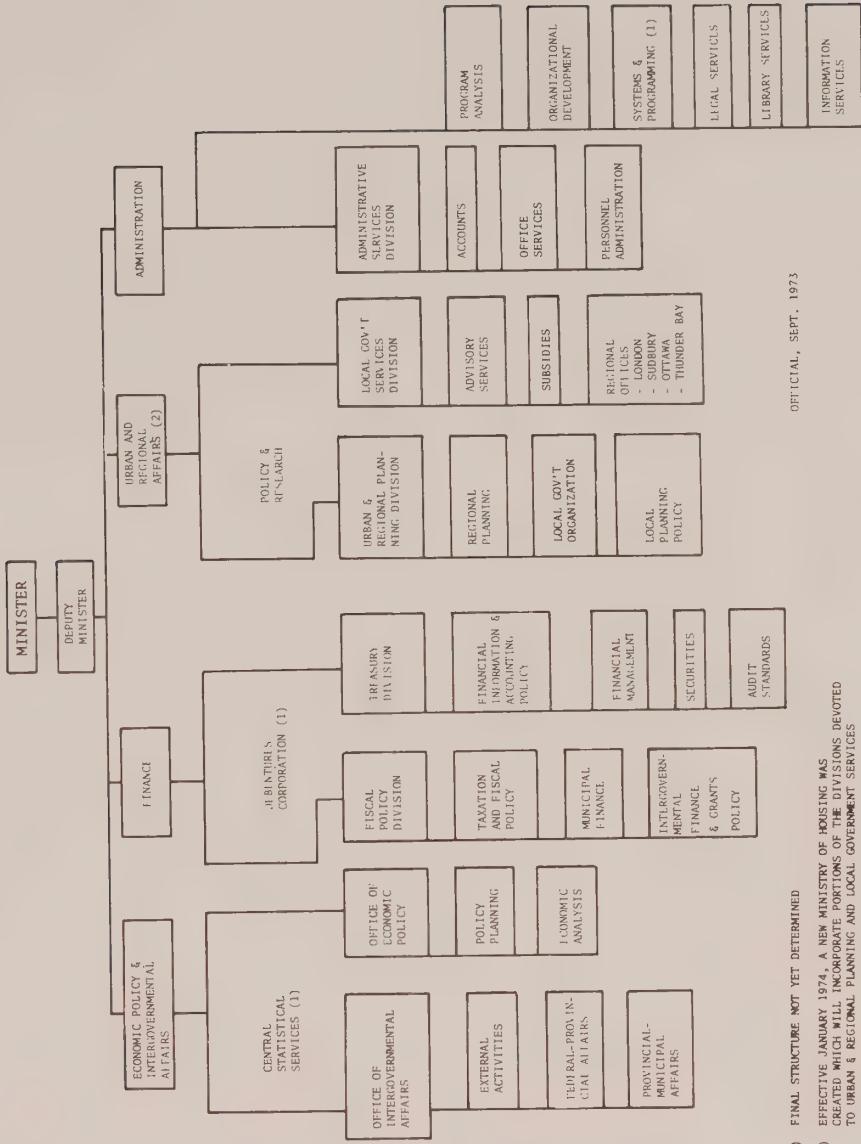
The Ministry has three principal functions:

- a) to recommend fiscal, economic, regional and intergovernmental policies;
- b) to provide advice ensuring consistency among these policies and programmes proposed in the above policy fields;
- c) to ensure consistency and co-operation among municipal, regional, provincial, federal and international programmes relating to Ontario.

The Ministry incorporates the old Department of Municipal Affairs and assumes responsibility for local government organization, municipal finance and municipal legislation.

#### 4.1.3 Functions relative to urban land use planning

The Ministry is responsible for overall planning and broad based land use policies covered by the Ontario Planning and Development Act, the Parkway Belt Planning and Development Act, the Niagara Escarpment Planning and Development Act, the Planning Act (ss. 2, 3, 5, 8, 44b) and the Municipal Act.



## FIGURE 17 MINISTRY OF TREASURY, ECONOMICS AND INTERGOVERNMENTAL AFFAIRS ORGANIZATION CHART

#### 4.1.3.1 Local Government Organization Branch

Concerned with design and review of proposals for review of local government structures; also sets and defines responsibilities and policy options of municipalities.

#### 4.1.3.2 Provincial-Municipal Affairs Branch

a) Involved in the overall maintenance of relations between municipalities and the province. Provides staff support to the Provincial-Municipal Liaison Committee and is involved in the organization of conferences involving municipalities and the federal government. Serves as a clearing house for questions raised by municipalities.

##### b) Provincial-Municipal Liaison Committee

The Provincial-Municipal Liaison Committee was established to provide ongoing liaison between municipal organizations and the provincial Ministry of Treasury, Economics and Intergovernmental Affairs. When matters discussed involve other departments, they are asked to be represented at Committee meetings.

In general, the Provincial-Municipal Liaison Committee meets once a month to discuss matters of general concern to a large number of Ontario municipalities. The City and Boroughs are represented through their membership in the Association of Municipalities of Ontario, an organization having membership on the Provincial-Municipal Liaison Committee. Metro Toronto is represented separately.

The Provincial-Municipal Liaison Committee occasionally meets with representatives of the Federal Government to discuss matters of concern to all three levels of government. These Federal-Provincial-Municipal Liaison Committee meetings are not held on a regular basis.

#### 4.1.3.3 Municipal Finance Branch

Considers provincial municipal tax programmes, financial arrangements for restructured local governments and financial capabilities of municipalities in terms of property taxes, revenues and debt operations. Currently involved in a programme to equalize and standardize assessment and assessment procedures across Ontario.

#### 4.1.3.4 Regional Planning Branch

Involved in the co-ordination of planning in the province as a whole.

The Ministry supplies staff support on request to the Ontario Municipal Board (discussed below).

### 4.2 Ministry of Housing

#### 4.2.1 General

The Ministry of Housing Act was given Royal Assent on October 30th, 1973. Staff and programs were transferred to the new Ministry including the Ontario Housing Corporation and Plans Administration Branch, the redevelopment section of the Project Development Group and the North Pickering Project, the latter three from the Ministry of Treasury, Economics and Intergovernmental Affairs.

#### 4.2.2 Functions

The new Ministry assumes administrative responsibility for land use and local planning in most areas including approval of local Official Plans and amendments and subdivision plans.

#### 4.2.3 Functions relative to urban land use planning

The Ministry assumes responsibility for approval of Official Plans, subdivision plans, Official Plan Amendments and Zoning By-law Amendments, a function previously under the Ministry of Treasury, Economics and Intergovernmental Affairs.

With the exception of sections 2, 3, 5 and 8 of the Planning Act which are the responsibility of TEIGA, the new Ministry assumes responsibility for overall administration of the Planning Act.

The Ministry may delegate approval powers under the Planning Act (S. 44b) to municipalities where both the Ministers of Housing and TEIGA agree. Such delegation can be conditional and is currently to be extended primarily to regional municipal governments. The

Ministry is also establishing a policy of deconcentration of decision-making and expects to have regional offices in Toronto, London, Sudbury, Ottawa and Thunder Bay to deal with matters under the Planning Act.

#### 4.3 Other provincial departments

Most other provincial departments are consulted in matters such as official plan and subdivision approvals but play only an indirect role in the Urban Planning process. The exception is the Ministry of Transportation and Communication which is discussed below in Part B, Urban Transportation.

#### 4.4 Ontario Municipal Board

##### 4.4.1 General

Role and functions defined under Revised Statutes of Ontario, Ontario Municipal Board Act, c. 323 (1970).

Originally established in 1906 as the Ontario Railway and Municipal Board, its role and authority were gradually expanded through various legislation until it became the Ontario Municipal Board, in 1932.

##### 4.4.2 Legal status

It is an administrative tribunal empowered to hold hearings, make findings of fact and apply provincial policy on a wide variety of municipal matters. It has the powers of a court in that it has the authority to interpret law and apply policy for the good of residents of Ontario. As an example of this, the Board in 1953 was not satisfied with proposals offered in regard to a reorganization of the Metro Toronto area and as a result it presented its own proposal for a Metropolitan Federation which was accepted by the Provincial government.

#### 4.4.3 Procedures

The Board adheres to strict courtroom procedures in its hearings but has the flexibility to set its own general rules of conduct. It has extensive powers to examine, inspect and discover documents relative to cases before the Board.

#### 4.4.4 Membership

Originally, the Board consisted of three members but now there are seventeen appointed by the Lieutenant-Governor-in-Council who hold office at pleasure. While there are no special requirements in law to be appointed, the Chairman usually has a legal background while other members have professional training which complements that of the Chairman. Members are prohibited from holding interests in railways, public utilities or any company which holds such interests, and in any municipal corporation.

#### 4.4.5 Functions and duties

The Ontario Municipal Board has four major functions:

- a) approval of capital expenditures by municipalities;
- b) assessment appeals;
- c) approval of matters under the Planning Act;
- d) municipal boundary revisions.

#### 4.4.6 Functions relative to urban land use planning

In particular, with reference to the Planning Act, (R.S.O. (1970) c. 349) the Ontario Municipal Board must approve Zoning by-laws (s. 35 of the Act), Committee of Adjustment appeals (s. 42), official plans and amendments, and subdivision plans upon referral by the Minister (s. 15, 17 and 35 of the Act).

Where, in the course of considering a Zoning By-law or Official Plan Amendment, objections are voiced, the Board is required to conduct a public hearing. Appeals to decisions of the Board may be made on questions of jurisdiction to the Ontario Court of Appeal, and on other matters, to the Lieutenant-Governor-in-Council.

Under s. 94 of the Act, the Lieutenant-Governor-in-Council may:

- a) confirm, vary or rescind the whole or any part of such order or decision; and
- b) require the Board to hold a new public hearing of the whole or any part of the application to the Board upon which such order or decision of the Board was made.

#### 4.4.7 Exercise of authority in Metro Toronto

In Metro Toronto in particular, the Ontario Municipal Board has played a highly visible and substantial role in urban land use and transportation planning. The Board, in a number of decisions handed down since 1953, has established the right of residents of communities to raise objections to specific urban land uses that will affect them. Further the Board has upheld the belief that (in the Mallory Crescent Decision of 1966) municipal corporations, developers and property owners who would sell to them, should not benefit at the expense of those living close to a proposed development and those living near such a development should have their rights protected.

## 5 Federal structures

Although municipalities are the sole concern of the Provinces under the B.N.A. Act, the federal government has been increasingly involved in urban affairs in a more or less indirect fashion for many years. For the most part, this involvement has been in the form of grant schemes and research support usually channelled through provincial structures. Nonetheless, some federal structures should be mentioned with reference to urban land use planning.

### 5.1 Ministry of State for Urban Affairs

The Ministry is involved through various research programmes it has evolved, through the work of its Regional Co-ordinators and through the Central Mortgage and Housing Corporation which provides financing for a large number of municipal housing related projects each year.

### 5.2 Other federal representation

Federal representatives sit on a number of special purpose bodies and committees involved in urban land use planning in Metro Toronto area. These include:

- a) Toronto Harbour Commissioners
- b) Intergovernmental Waterfront Park Technical Committee
- c) Intergovernmental Liaison Committee on Metro Centre
- d) Federal-Provincial-Municipal Liaison Committee.



## B Urban transportation

It is the intent of this section of our study to outline in some detail the interaction of those structures described within the first section in the area of urban transportation. Urban transportation as an issue area refers to policies, plans and operations of structures and systems concerned with the movement of people and vehicles within the urban community. Such things as road systems, commuter railways and rapid transit systems are included under the definition of urban transportation facilities.

The following analysis proceeds on the same basis as the study in the first section of our study. Structures, beginning at the local level, are analyzed with regard to their import for urban transportation. The analysis is neither exclusive nor exhaustive but endeavours to provide a reasonably comprehensive overview of urban transportation structures within the Metropolitan Toronto area.

Figure 18 illustrates the process and structures involved in urban transportation.

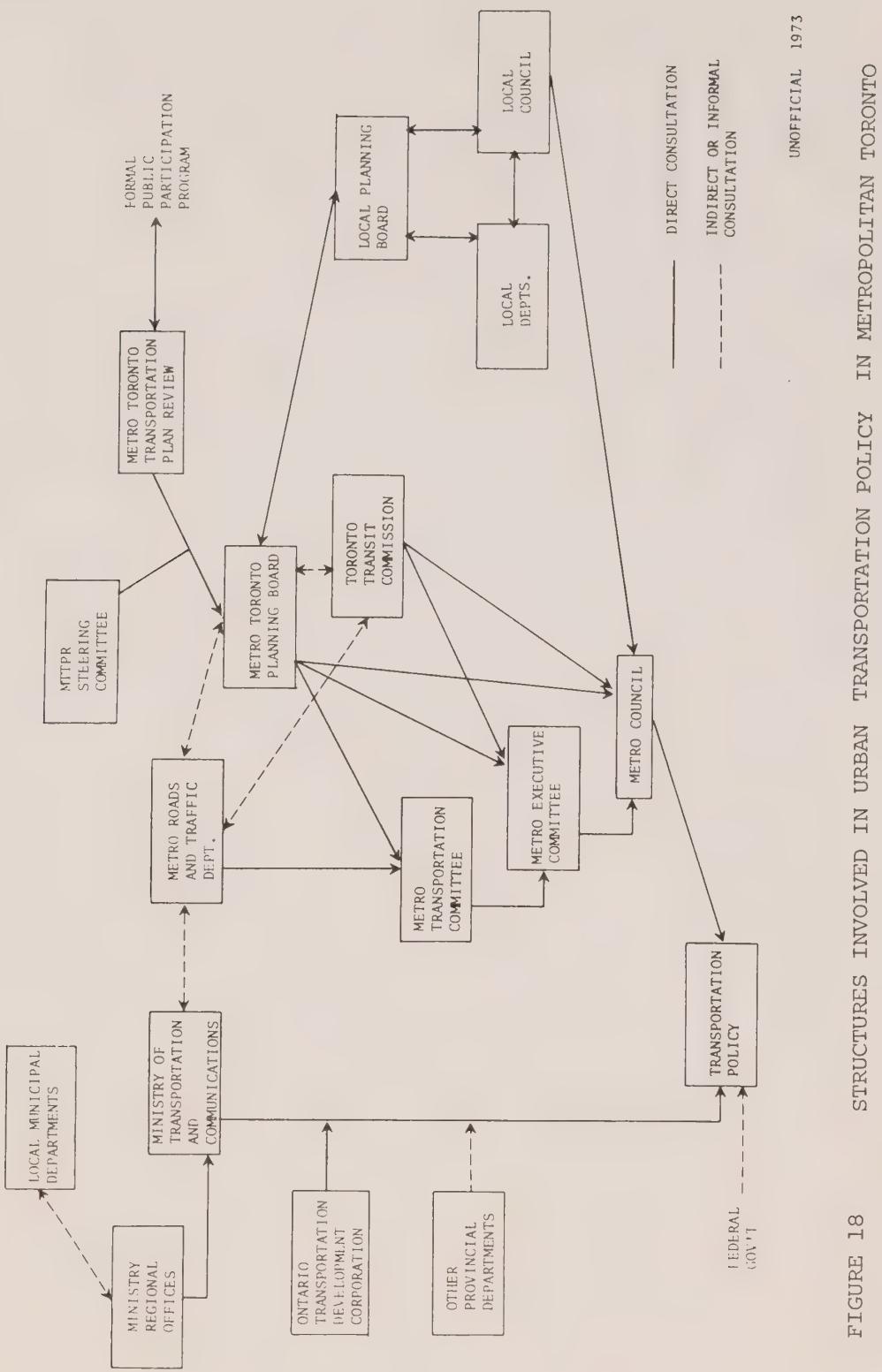


FIGURE 18

STRUCTURES INVOLVED IN URBAN TRANSPORTATION POLICY IN METROPOLITAN TORONTO

## 1 Local structures - City of Toronto

The involvement of the City of Toronto and, indeed, of all area municipalities in the development of urban transportation facilities is concerned primarily with construction and maintenance of local streets and planning of subdivision road systems.

Involvement in regional public transportation plans or policies is largely indirect, such planning being done at the Metropolitan or Provincial level.

### 1.1 City Planning Board

Involvement only where concerned with particular development affecting local traffic or rapid transit service.

There are no transportation planners currently on the City Planning Staff.

### 1.2 Public Works Department

Involvement only as pertains to construction, maintenance and operation of local streets, mostly indirect.

### 1.3 Other departments, local boards, commissions, etc.

At the local level, involvement in urban transportation is limited to informal consultation and indirect activities.

Where a large development is planned, city departments, local boards etc. will be asked for their reaction and recommendations. Such recommendations will include reference to urban transportation needs.

#### 1.4 City Council and Committees

Since representatives of City Council sit on Metro Council and its Committees, City Council has some influence with regard to urban transportation policies adopted at the Metro level. By and large this influence concerns issues of particular importance, such as a new rapid transit alignment or a new expressway which will have important effects on the City.

#### 1.5 Other structures

The City is involved to some degree in urban transportation through its participation in the Metro Traffic Technical Committee described below in s. 3.6.3.

## 2 Local structures - Borough of North York

As with the City of Toronto, the Borough of North York and its associated administrative and political structures are involved indirectly in urban transportation.

### 2.1 North York Department of Planning and Development

Indirectly involved when development proposals and subdivision plans require consideration of local traffic movement or extension of public transit facilities or services.

### 2.2 North York Planning Board

As with the Planning and Development Department, involvement is indirect.

Board does submit recommendations to Council when requested concerning urban transportation matters such as the import of a new rapid transit alignment.

### 2.3 Traffic Department

Responsible for the management of traffic on local streets.

### 2.4 Public Works

Influence through construction, maintenance and operation of local streets and roadways.

## 2.5 Council and Committees

Through representation on Metro Council and its Committees, the members of North York Council have input into urban transportation planning and implementation in the Metro area since Metro Council must approve of policies and capital expenditures for roads or rapid transit within the Metro area.

## 2.6 Other structures

The Borough is represented on the Metropolitan Traffic Technical Committee described below.

### 3 Metropolitan Toronto structures

#### 3.1 General

In the Metropolitan Toronto Area, primary responsibility for planning and implementation of urban transportation policy is at the Metropolitan level. Looking at the urban transportation policy-making process as simply as possible, it is apparent that long-range planning and co-ordination of short-term planning focusses on the Metro Toronto Planning Board. Operational planning and implementation are the responsibility of the Metro Roads and Traffic Department and, in matters of public transit, the Toronto Transit Commission. A number of joint co-ordinating committees are also evident.

Decisions regarding specific policies, road systems, transit routes and financing are made at the political level by Metro Council and Metro Executive Committee.

As mentioned, this is a grossly over-simplified description but to be more specific and more detailed would exceed limitations on time and space.

#### 3.2 Metropolitan Toronto Planning Board

##### 3.2.1 General

The Metro Planning Board is described in detail in Part I A, Metropolitan Toronto, s. 4.6 and Part II A, Urban land use planning, s. 3.1. Note the comments of Part I A s. 4.6 and II A s. 3.1 concerning the abolition of the Metropolitan Toronto Planning Board and the subsequent creation of a Metropolitan Toronto Planning Department.

##### 3.2.2 Role in urban transportation

As an advisory body to Metro Council and its Committees, the Metro Planning Board maintains a Transportation Planning Division to consider and propose long-range transportation plans and to comment

on short-range plans by other structures.

With its mandate to prepare and present an overall Metropolitan Plan, the Metro Planning Board has assumed a central role in co-ordinating urban transportation within a larger Metro area plan. The Metro Planning Commissioner and his staff are involved with a number of co-ordinating committees (described below) which are concerned with urban transportation.

The Metro Planning Board has organized a special task force to generate a new Metro Toronto Transportation plan. This group, under Prof. Richard Soberman of the University of Toronto, is called the Metropolitan Toronto Transportation Plan Review (M.T.T.P.R.). The M.T.T.P.R. has researched and published a number of studies on all aspects of urban transportation in Metro Toronto. The M.T.T.P.R. is financed by the Metro Planning Board (25%) and the Ontario Ministry of Transportation and Communications (75%) and reports to the Metro Planning Board.

The Review of the Metropolitan Plan involves a formal public participation program encouraging comment and involvement of citizens and community groups in Metro. The Planning Board is also considering other developments in urban transportation planning. The Toronto Variable Work Hours Project which seeks to encourage wider adoption of staggered work hours to relieve "rush hours" traffic congestion is one such development.

### 3.3 Metropolitan Toronto Roads and Traffic Department

#### 3.3.1 General

The Metro Roads and Traffic Department has been described previously in Part I A, Metropolitan Toronto, s. 3.3.5. The Department has general responsibility for traffic lights and traffic control (through the Metro Traffic Computer) and for arterial roads in Metro.

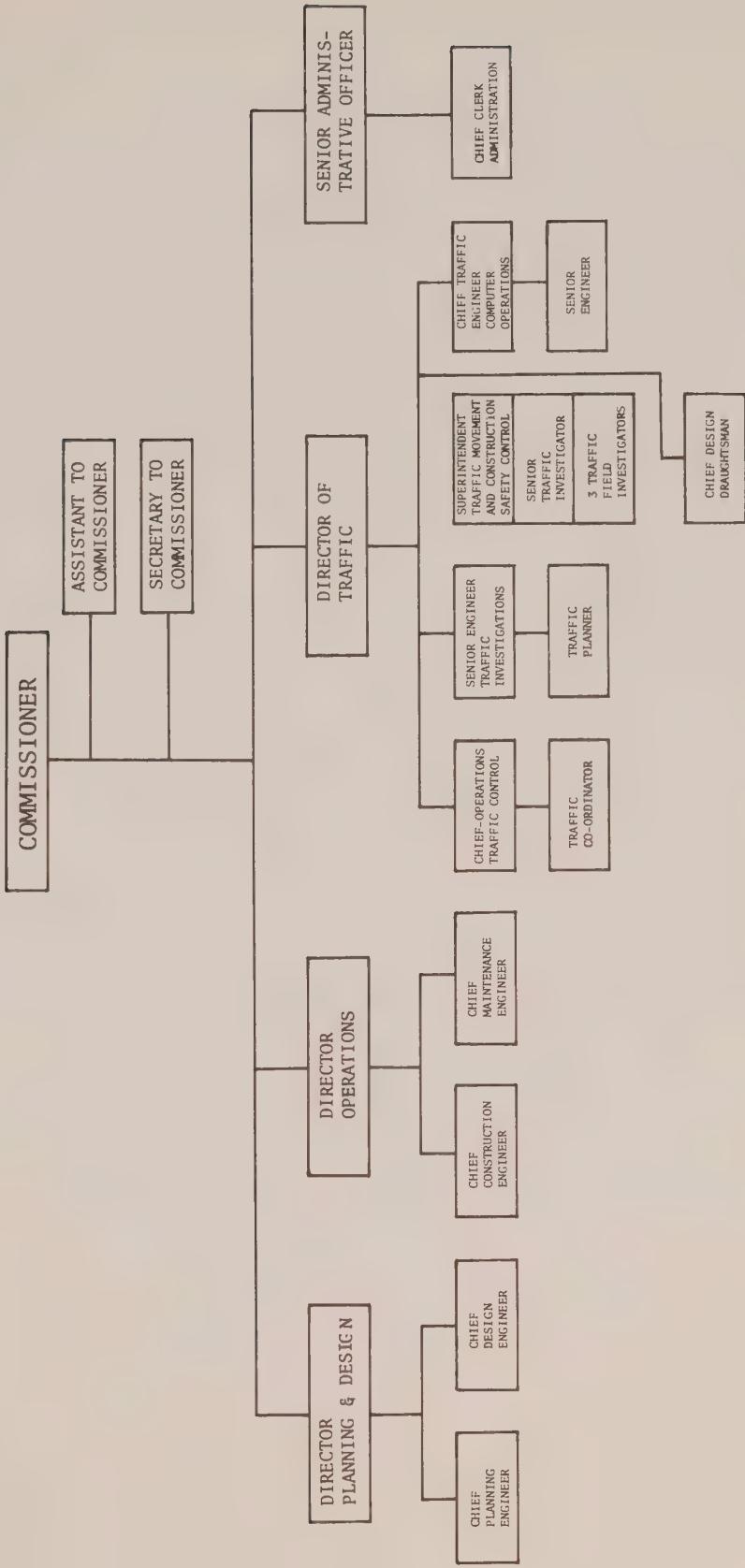


FIGURE 19

METROPOLITAN TORONTO ROADS AND TRAFFIC DEPARTMENT ORGANIZATION CHART, 1973

### 3.3.2 Role in urban transportation

The Roads and Traffic Department is basically concerned with operational aspects of roads and traffic within Metro. The Planning and Design Branch prepares functional plans for the Metropolitan road system. The Operations Branch operates the road system and the Traffic Branch provides for the installation and maintenance of the entire traffic signal system (See Figure 19).

The Roads and Traffic Department presents proposals and reports to the Metro Transportation Committee concerning road facilities within the Metro area. The Department is involved in a number of co-ordinating structures which are described below and in this way representatives of the Department are consulted in overall urban transportation planning.

## 3.4 Toronto Transit Commission

### 3.4.1 General

The Toronto Transit Commission (T.T.C.) is described in some detail in Part I A, Metropolitan Toronto, s. 4.5.

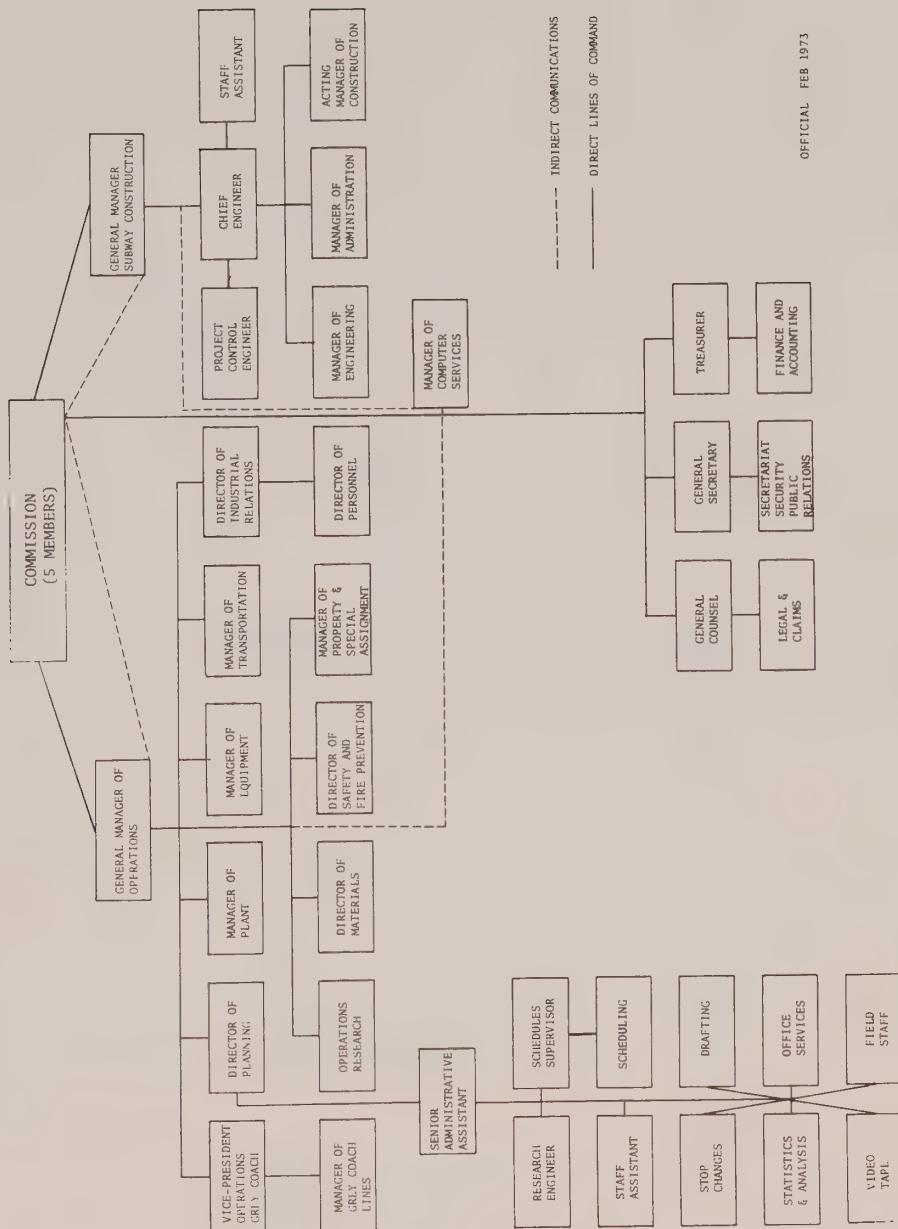
As has been described above, the powers of the T.T.C. with regard to public transit are fairly extensive.

The T.T.C. is a legally independent body answerable to the Metro Council in terms of its finances which must be audited by the Corporation and its capital expenditures which must have Executive Committee approval.

### 3.4.2 Role in urban transportation

Although given extensive powers to plan, operate and maintain a public transit system, the T.T.C. has not been responsible for strategic or long-range planning. Such planning is the responsibility of the Metro Planning Board as part of the overall Metro Plan.

FIGURE 20 TORONTO TRANSIT COMMISSION ORGANIZATION CHART



The T.T.C. has a section (see Figure 20) specifically devoted to subway construction. The Planning Section handles research and short-term planning of public transit operations such as location of bus stops, frequency of buses and relative need for new routes. Such proposals concerning routes and bus stops are presented to the general manager for approval. If a change is a major one, it may go to the Commission for approval. In the case of major Metropolitan transit policy, such as a subway alignment, the decision is made by Metro Council on the advice of the Metro Planning Board.

The T.T.C. is represented on a number of co-ordinating structures concerned with urban transportation and also maintains a close liaison with Metro bodies, local departments and the Provincial Ministry of Transportation and Communications.

The T.T.C. operates bus routes, streetcar routes, the subway system, and is now operating a Dial-a-bus demonstration project financed by the Ministry of Transportation and Communications.

### 3.5 Co-ordinating structures

#### 3.5.1 General

As has been mentioned both immediately above and in other parts of this study, a number of co-ordinating structures exist in the area of urban transportation.

#### 3.5.2 Metropolitan Toronto Transportation Technical Advisory Committee

Composition: Consists of staff members from the Metro Roads and Traffic Department, Metro Planning Board, the T.T.C. and the Ministry of Transportation and Communications.

Functions: Concerned with minor development policy involving the functional design of roads and the establishment of traffic control systems.

Requests reports or comments from area planning boards or departments when necessary.

### 3.5.3 Metropolitan Traffic Technical Committee

Composition: Includes traffic officials from the Borough, the City and Metro, the Metro Police, the T.T.C. and the Ministry of Transportation and Communications.

Functions: A technical committee of the Metro Toronto Transportation Traffic Conference involved in the standardization of traffic operations and regulations.

### 3.5.4 Subway Property Committee

Composition: Consists of the Metro Planning Commissioner, the Manager of Property & Special Assignments of the T.T.C. and the Metro Property Commissioner.

Meetings: Meets every week.

Functions: Deals with matters involving land acquisition for subway purposes and also initiates action for the disposal of surplus property or leasing of air rights.

In matters involving negotiation for property, it makes recommendations to the Executive Committee of Council.

### 3.5.5 Joint Technical Transportation Planning Committee for the Metropolitan Toronto Area (J.T.T.P.C.)

Composition: The Committee consists of staff representatives from the Ministry of Transportation and Communications, the Metro Planning Board, the Toronto Transit Commission and the Metro Toronto Roads and Traffic Department.

The Committee is supervised by a Policy Liaison Committee (also called the Co-ordinating Policy Committee) composed of the Metro Chairman, the T.T.C. Chairman and Minister of Transportation and Communications. This policy committee provided the initial policy guidelines for the technical Committee.

Meetings: The Technical Committee meets every two weeks.

Functions: The Technical Committee was created to co-ordinate transportation planning in the Metro Toronto Area. It received and commented upon the reports of the Metropolitan Toronto Transportation Plan Review study group which is conducting research into urban transportation.

The J.T.T.P.C. is to be abolished. Its duties with regard to the Metro Toronto Transportation Plan Review will be assumed by a Steering Committee and the Metro Planning Board. It is included here to illustrate that there was recognition of the need for an overall co-ordinating body for urban transportation in Metro Toronto.

### 3.5.6 Subway Related Development Committee

Composition: Metro Commissioner of Planning  
                  Metro Traffic Engineer  
                  City Commissioner of Public Works  
                  City Commissioner of Planning  
                  City Parking Authority Representative  
                  Metro Property Sales Committee Representative  
                  Two representatives from the T.T.C.  
                  City Commissioner of Development.

Function: Appointed in 1962 to examine proposed development affecting or affected by subway construction.

### 3.5.7 Other structures

There also exist several other structures which are not directly involved in urban transportation but which should be mentioned.

These include:

3.5.7.1 University of Toronto-York University Joint Program in Transportation

Composition: A representative from the Transportation division is the municipal member of the General Council of the program which includes representatives from three levels of government, C.N.R., C.P.R. and the Automotive Transport Association of Ontario.

Functions: Co-ordinates and promotes interdisciplinary research and teaching in transportation at the two universities.

3.5.7.2 Toronto International Airport II Ground Transportation Technical Committee

Composition: Consists of representatives from the federal Ministry of Transportation, Provincial Ministry of Transportation and Communications, Metro Planning Board, Regional Municipality of York, County of Ontario (now part of the new Regional Municipality of Durham), Pickering Township and the North Pickering Community Development Project.

Functions: To determine ground transportation requirements for the proposed airport and to provide direction to a joint federal-provincial transportation planning team.

3.5.7.3 Computer Program Specification Technical Committee

Composition: Although a technical committee of the Ministry of Transportation and Communications, a representative from the Metro Planning Board Transportation Division is in attendance.

Functions: To consider ways of standardizing computer procedures for traffic control.

3.6 Metro Toronto Standing Committee on Transportation

3.6.1 General

The Transportation Committee is described in Part I A, Metropolitan Toronto, s. 2.5.

### 3.6.2 Role in urban transportation

The Transportation Committee of Metro Council receives reports from and supervises the Metro Roads and Traffic Department. At the same time, it requests reports and co-ordinates activities in the area of urban transportation of the Toronto Transit Commission and the Metropolitan Planning Board.

The Committee sends its own reports and recommendations, based on information received from Metro Roads and Traffic, the T.T.C. and the Metro Planning Board, to the Executive Committee and to Council.

At the present time, consideration is being given to expansion of the role of the Transportation Committee of Metro Council as a co-ordinating body for urban transportation in Metropolitan Toronto. Such an expanded role would include responsibility for Metro Roads and Traffic Department, as is now the case, and also for the Toronto Transit Commission as a Metropolitan Department, not a special purpose authority.

## 3.7 Metropolitan Toronto Executive Committee

### 3.7.1 General

The Metro Executive is described in detail in Part I A, Metropolitan Toronto, s. 2.4.

### 3.7.2 Role in urban transportation

Reports and proposals from the Transportation Committee are received by the Executive Committee before going to Metro Council. In most instances, reports and recommendations go to Council with little comment.

In matters of urban transportation policy affecting the entire Metro area or involving large capital expenditures, the Executive Committee plays a much more influential role. In matters of capital finance this is especially true.

The Executive may request reports from the Metro Planning Board or T.T.C. in such cases.

### 3.8 Metro Council

#### 3.8.1 General

Metro Council is described in detail in Part I A, *Metropolitan Toronto*, s. 2.3.

#### 3.8.2 Role in urban transportation

Metro Council has final approval power in matters of transportation policy affecting Metro Toronto.

## 4 Provincial structures

### 4.1 Ministry of Transportation and Communications

#### 4.1.1 General

The Ministry has responsibility for general planning, research, co-ordination, specifications and implementation of transportation facilities in Ontario, in particular, the administration of the Highway Traffic Act.

Within the Ministry, responsibilities for various functions are dispersed among a large number of divisions (See Figure 21).

#### 4.1.2 Role in urban transportation

##### 4.1.2.1 Province as a whole

While provision and maintenance of roads and highways have been of primary importance, the Ministry has increasingly found itself involved in the development of other forms of transportation, notably, urban rapid transit systems.

Much of this development is under the Planning Research and Development Division while the Engineering and Operations Division is involved in the more traditional function of highway design, standards and road specifications.

The Municipal Branch administers the municipal transportation assistance program and examines municipal construction proposals.

Operations by the Ministry involving highways are co-ordinated locally through district offices and area municipalities.

##### 4.1.2.2 Metro Toronto

The Ministry is now involved in the development of an Intermediate Capacity Transit Demonstration Project and a "Dial-a-bus" service which is being operated by the T.T.C. at the expense of the Ministry in the Metro Toronto area.

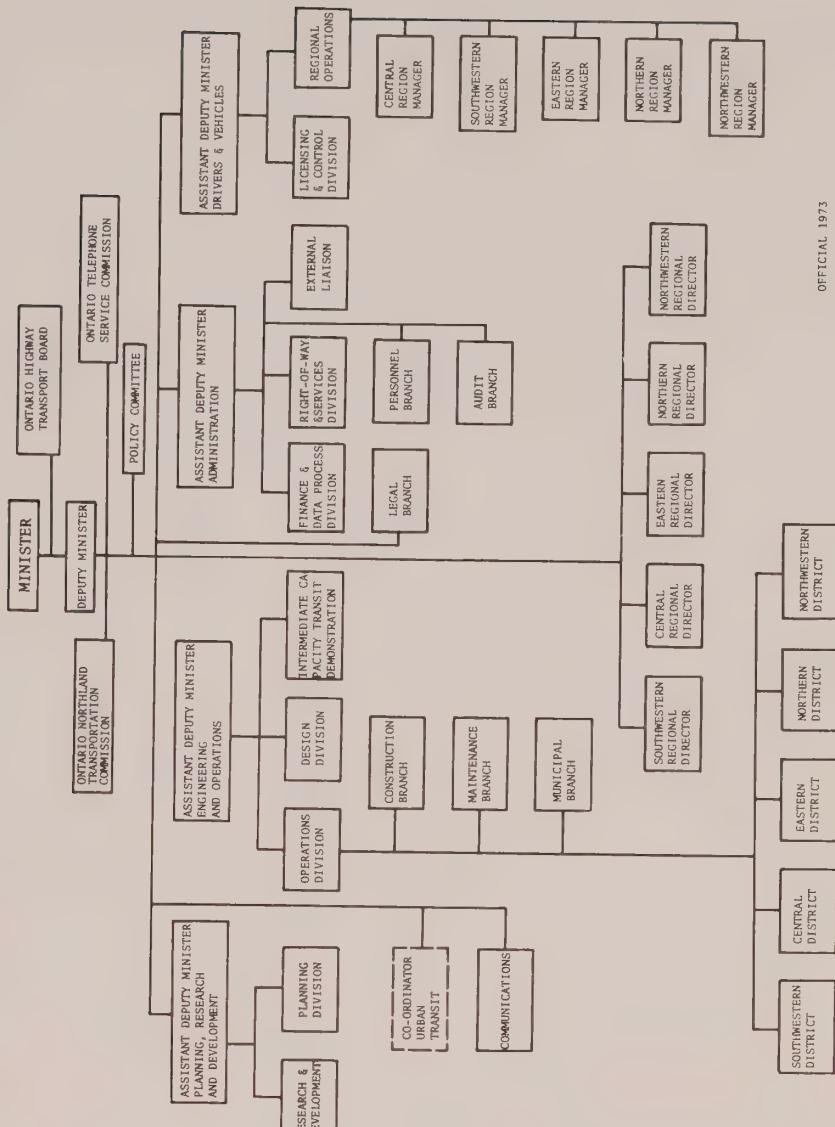


FIGURE 21      ONTARIO MINISTRY OF TRANSPORTATION AND  
COMMUNICATIONS ORGANIZATION CHART

The involvement of the Ministry in the Metro Toronto area is significant both in terms of financial support for projects and research and involvement in various co-ordinating committees. (See s. 3.5 above).

#### 4.2 Ontario Transportation Development Corporation (O.T.D.C.)

On June 22, 1973, Bill 144 - An Act to establish The Ontario Transportation Development Corporation - received Royal Assent. Under the terms of the Bill, the stated objectives of the Corporation are:

- a) to acquire, develop, adapt, use and license patents, inventions, designs, and systems for all or any part of transit systems related to public transportation and rights and interests therein or thereto;
- b) to encourage and assist in the creation, development and diversification of Canadian businesses, resources, properties and research facilities related to public transportation;
- c) to undertake the design, development, construction, testing, operation, manufacture and sale of all or any part of transit systems...;
- d) to test or operate and to provide services and facilities for all or any part of transit systems... and in connection therewith to build, establish, maintain and operate, in Ontario or elsewhere, alone or in conjunction with other,... all services and facilities expedient or useful for such purposes,...;
- e) to manufacture vehicles and control, propulsion and guideway systems... as the Corporation may consider advisable and to acquire... the same and rights relating thereto, and to build, establish, construct, acquire, lease, maintain, operate, sell or let all or any part of transit systems related to public transportation in Ontario or elsewhere;

f) to carry on any other trade or business that, in the opinion of the Board, can be carried on advantageously by the Corporation in connection with or as ancillary to the carrying out of the objects of the Corporation.

The new Corporation will attempt to assume much of the research and development work in the area of rapid transit systems now being done by the Ministry.

Because the new Corporation is only recently established, the nature and extent of its operations have yet to be determined.

#### 4.3 Toronto Area Transit Operating Authority (T.A.T.O.A.)

##### 4.3.1 General

The Area Authority was announced only recently by the Ontario Government. It was established to co-ordinate transit services among the four regional governments of the Toronto area: Metropolitan Toronto, and the Regional Municipalities of Peel, Durham and York.

##### 4.3.2 Objectives

- a) To design and operate or administer transit systems to serve the heavy volume of passengers travelling across Regional boundaries.
- b) To co-ordinate and integrate this inter-regional transit with Regional transit systems.
- c) To assist Regions in the operational design of Regional transit services.
- d) To serve Regions as a co-ordinating body for standardized equipment purchases, staff training, and operational methods and where practical to serve as a means for the sharing of facilities, equipment and crews.

#### 4.3.3 Structure

Under proposed organization, the T.A.T.O.A. will have a Board of Directors consisting of the Chairmen of Metro Toronto and the Regional Municipalities of York, Durham and Peel as well as an appointee of the Province who shall be Chairman of the Board.

The new agency will have a General Manager responsible to the Board of Directors and three divisions: Operations Department, Financial Department and Operational Design Department.

#### 4.3.4 Functions

Since T.A.T.O.A. has only recently been announced, its functions have not been specifically decided. It will take over the Province's GO-transit commuter service and it will attempt to co-ordinate regional transit. However, it will not affect existing regional transit authorities such as the Toronto Transit Commission. It will be a framework within which to resolve inter-regional transit problems.

### 4.4 Ontario Municipal Board

#### 4.4.1 General

The O.M.B. has been described in some detail in the section of our report dealing with urban land use planning.

Its role with regard to municipal capital expenditure and official plan and by-law amendments has also been described both in the section on urban land use planning and in the above description of urban transportation related structures.

#### 4.4.2 Functions in urban transportation

With respect to Metro Toronto, the Board exercises its control in two basic ways with regard to urban transportation.

First, when Metro Toronto prepares its five year expenditure program, that program will include possible capital expenditures for urban transportation facilities. These expenditures will be examined by the O.M.B. which must approve them.

Second, the annual capital expenditures must also be approved and in the case of expenditures for urban transportation, or a request for approval for the issuing of debentures to finance such expenditures, the Board may take the opportunity to review the nature and purpose of such urban transportation facilities and to hold public hearings concerning them.

The proposed building of the Spadina Expressway and Rapid Transit System generated sufficient controversy for the O.M.B. to hold extensive public hearings to review the Metro proposal.

O.M.B. approval is also necessary for by-laws creating controlled access highways, closing municipal roads or actions involving bridges adjoining neighbouring municipalities.

## 5 Federal structures

The federal government is not directly involved in the actual planning and construction of urban transportation facilities in the Metro Toronto area.

Many federal departments are involved in an indirect way (in urban transportation in the Metro area) and are consulted by Metropolitan and Provincial agencies where appropriate.

### 5.1 Ministry of Transport

The Ministry is involved in some research programs related to urban transportation.

The Ministry is also involved with air transportation and is represented on the Toronto International Airport II Ground Transportation Technical Committee (see s. 3.5.7.2 above).

### 5.2 Canadian National Railways (C.N.R.)

C.N.R. is involved with proposals calling for use of rail rights of way in the development of urban commuter and rapid transit systems (C.P.R. also involved), and in the operation of commuter rail services. C.N.R. is represented on the Intergovernmental Committee on Metro Centre which is looking at the proposed Metro Centre development to be located on lands now owned by C.N.R. (and C.P.R.).

## Conclusion

This study of political and administrative structures in the Metropolitan Toronto area has been essentially descriptive in its methodology and analysis.

On March 12, 1974, Metro Toronto Council set the terms of reference for a full-scale review of the Metropolitan Federation. The need for such a review reflects the vast changes that have occurred within the Metropolitan Toronto area in the years since the Goldenberg Commission last reviewed government in Metro Toronto in 1966.

The appointment of a Royal Commission on Metropolitan Toronto described earlier may have considerable effect on the future structure of the Metropolitan federation. This report should be considered in light of the findings of the Royal Commission.

Among considerations which are likely to be made by the review will be amalgamation of local Fire Departments into a Metropolitan Department, creation of a Metro Parking Authority and a further amalgamation of the five Boroughs and the City. Within each area municipality, changes are also expected as civic administrations continue to meet new and more complicated urban problems.

This report should therefore be considered in light of expected changes in the very near future.



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## Detailed plan

Introduction	1
I Political and administrative structures of the metropolitan region of Toronto	3
A Metropolitan Toronto	3
1 General information	3
1.1 Incorporation	3
1.2 Population	4
1.3 Area	4
1.4 Budget estimates	4
1.5 Political overview	12
1.5.1 Statutes	12
1.5.2 Political structures of area municipalities	12
1.5.2.1 East York	12
1.5.2.2 Scarborough	12
1.5.2.3 Etobicoke	15
1.5.2.4 York	15
2 Political structures	20
2.1 Form of government	20
2.2 Elections	20
2.2.1 Electors	20
2.2.2 Qualifications of candidates	23
2.2.3 Election procedures	24
2.3 Metropolitan Toronto Council	24
2.3.1 Members	24
2.3.2 Election	25
2.3.3 Meetings	28
2.3.4 Powers and functions	28
2.4 Executive Committee	29
2.4.1 General	29
2.4.2 Members	29

2.4.3	Meetings	29
2.4.4	Powers and functions	31
2.5	Committees of Council	33
2.5.1	General	33
2.5.2	Members	33
2.5.3	Meetings	35
2.5.4	Powers and functions	35
2.5.5	Special Committees	37
2.6	The Chairman	38
2.6.1	General	38
2.6.2	Election	38
2.6.3	Powers and functions	39
2.7	Overview of political structures	40
3	Administrative structures	41
3.1	General	41
3.2	Metropolitan services (general administration)	41
3.2.1	Audit Department	41
3.2.2	Clerk's Department	46
3.2.3	Chairman's Office	47
3.2.4	Legal Department	47
3.2.5	Personnel Department	48
3.2.6	Property Department	48
3.2.7	Treasury Department	49
3.2.8	Emergency Services	49
3.2.9	Management Information Systems Department	50
3.3	Metropolitan services (operational)	50
3.3.1	Social Services Department	50
3.3.2	Metropolitan Parks Department	51
3.3.3	Works Department	52
3.3.4	Roads and Traffic Department	54
3.4	Overview of administrative structures	54

4	Intermediary structures	56
4.1	Metropolitan Toronto Board of Commissioners of Police	56
4.1.1	Composition	56
4.1.2	Powers and duties	56
4.1.3	Structure of the Metropolitan Toronto Police Force	57
4.1.4	Finances	57
4.1.5	Status of the Board	57
4.2	Metropolitan Licensing Commission	58
4.2.1	Composition	58
4.2.2	Powers and duties	58
4.2.3	Structure of the Commission	58
4.2.4	Finances	58
4.2.5	Status	58
4.3	Metropolitan Toronto Library Board	59
4.3.1	Composition	59
4.3.2	Powers and duties	59
4.3.3	Structure of the Board	59
4.3.4	Finances	60
4.3.5	Status	60
4.4	Metropolitan Toronto Hospital Planning Council	60
4.5	Toronto Transit Commission	60
4.5.1	Composition	60
4.5.2	Powers and duties	61
4.5.3	Structure	62
4.5.4	Finances	62
4.5.5	Status	63
4.6	Metropolitan Toronto Planning Board	63
4.6.1	Composition	64
4.6.2	Powers and duties	64
4.6.3	Structure	65

4.6.4	Finances	65
4.6.5	Status	66
4.7	Metropolitan Toronto and Region Conservation Authority	66
4.7.1	Composition	66
4.7.2	Powers and duties	66
4.7.3	Structure	68
4.7.4	Finances	68
4.7.5	Status	68
4.8	Metropolitan Toronto Zoological Society	70
4.8.1	Composition	70
4.8.2	Powers and duties	70
4.8.3	Structure	70
4.8.4	Finances	70
4.8.5	Status	71
4.9	Canadian National Exhibition Association	71
4.9.1	Composition	71
4.9.2	Powers and duties	71
4.9.3	Structure	72
4.9.4	Finances	72
4.9.5	Status	72
4.10	O'Keefe Centre For the Performing Arts	72
4.10.1	Composition	72
4.10.2	Powers and duties	72
4.10.3	Structure	72
4.10.4	Finances	73
4.10.5	Status	73
4.11	Metropolitan Toronto School Board	73
4.11.1	Composition	73
4.11.2	Powers and duties	74
4.11.3	Structure	74
4.11.4	Finances	75
4.11.5	Status	75

4.12	Metropolitan Separate School Board	75
4.12.1	Composition	75
4.12.2	Powers and duties	75
4.12.3	Structure	75
4.12.4	Finances	76
4.12.5	Status	76
4.13	Metropolitan Toronto Housing Company Limited	76
4.13.1	Composition	76
4.13.2	Powers and duties	76
4.13.3	Structure	76
4.13.4	Finances	77
4.13.5	Status	77
4.14	Metropolitan Industrial Commission	77
4.14.1	Composition	77
4.14.2	Powers and duties	77
4.14.3	Structure	77
4.14.4	Finances	78
4.15	Convention and Tourist Bureau of Metropolitan Toronto	78
4.15.1	Composition	78
4.15.2	Powers and duties	78
4.15.3	Structure	78
4.15.4	Finances	78
4.15.5	Status	78
4.16	Civic Garden Centre	79
4.16.1	Composition	79
4.16.2	Powers and duties	79
4.16.3	Structure	79
4.16.4	Finances	79
4.16.5	Status	79
4.17	Other special purpose authorities	79
4.17.1	Royal Agricultural Winter Fair Association	79
4.17.2	Children's Aid Societies	80

B The City of Toronto	81
1 General information	81
2 Political structures	82
2.1 General	82
2.2 Elections	82
2.2.1 Electors	82
2.2.2 Qualifications of candidates	82
2.2.3 Election procedures	82
2.2.4 Municipal political parties	84
2.3 City Council	84
2.3.1 Members	84
2.3.2 Term of office	84
2.3.3 Meetings	88
2.3.4 Powers and functions	88
2.4 Executive Committee	89
2.4.1 Members	89
2.4.2 Term of office	89
2.4.3 Meetings	89
2.4.4 Powers and functions	89
2.5 Committees of Council	91
2.5.1 General	91
2.5.2 Committee on Public Works	92
2.5.3 Committee on Buildings and Development	92
2.5.4 Committee on Parks, Recreation and City Property	92
2.5.5 Committee on Urban Renewal, Housing, Fire and Legislation	93
2.6 Mayor	93
2.6.1 Election	93
2.6.2 Term of office	93
2.6.3 Powers and functions	94

3	Administrative structures	95
3.1	General	95
3.2	Municipal services (administrative)	96
3.2.1	Audit Department	96
3.2.2	City Clerk's Department	96
3.2.3	Development Department	102
3.2.4	Finance Department	102
3.2.5	Legal Department	103
3.2.6	Mayor's Office	103
3.2.7	Personnel Department	104
3.2.8	Purchasing and Supply Department	104
3.2.9	Proposed Management Services Department	105
3.3	Municipal services (operational)	106
3.3.1	City Property Department	106
3.3.2	Parks and Recreation Department	106
3.3.3	Buildings Department	106
3.3.4	Fire Department	107
3.3.5	Public Works Department	107
3.3.6	Public Health Department	108
3.3.7	Planning Board (staff)	108
3.3.8	Housing Department	109
4	Intermediary structures	111
4.1	General	111
4.2	City Planning Board	111
4.3	Toronto Harbour Commissioners	113
4.4	Toronto Parking Authority	114
4.5	Toronto Historical Board	114
4.6	Toronto Public Library Board	115
4.7	Toronto Electric Commissioners	115
4.8	Boards of Management	115
4.9	Toronto Board of Education	117
4.10	George Brown College of Applied Arts and Technology Board of Governors	118

4.11	City of Toronto Redevelopment Advisory Council	119
4.12	Art Gallery of Ontario	119
4.13	Committee on Civic Awards of Merit	
4.14	Advisory Committee for the Retail Gasoline Service Industry, Toronto Zone	119
4.15	Former Berkley Street Fire Hall	120
4.16	Housing Standards Appeal Committee	120
4.17	Non-Residential Standards Appeal Committee	120
4.18	Local Board of Health	120
4.19	Committee of Adjustment	121
4.19.1	Members	121
4.19.2	Functions	121
4.19.3	Organization and structure	121
4.20	Other Boards, Committees and Associations	121
C	The Borough of North York	123
1	General information	123
2	Political structures	124
2.1	General	124
2.2	Elections	124
2.2.1	Electors	124
2.2.2	Qualifications of candidates	124
2.2.3	Election procedures	126
2.2.4	Municipal political parties	126
2.3	North York Council	126
2.3.1	Members	126
2.3.2	Term of office	126
2.3.3	Meetings	126
2.3.4	Powers and duties	128
2.4	Board of Control	129
2.4.1	Members	129

2.4.2	Term of office	129
2.4.3	Meetings	129
2.4.4	Powers and duties	129
2.5	Committees of Council	130
2.5.1	General	130
2.5.2	Members	130
2.5.3	Meetings	131
2.5.4	Powers and duties	131
2.5.5	Special Purpose Committees of Council	132
2.6	Mayor	132
2.6.1	Election	132
2.6.2	Term of office	132
2.6.3	Powers and duties	132
2.7	Political overview	133
3	Administrative structures	13 <sup>4</sup>
3.1	General	13 <sup>4</sup>
3.2	Municipal services (administrative)	134
3.2.1	Clerk's Department	134
3.2.2	Treasury Department	137
3.2.3	Legal Department	138
3.2.4	Personnel Department	138
3.2.5	Real Estate Department	139
3.2.6	Building Department	139
3.2.7	Director of Building Maintenance	139
3.3	Municipal services (operational)	140
3.3.1	Fire Department	140
3.3.2	By-law Enforcement Department	140
3.3.3	Traffic Department	140
3.3.4	Parks and Recreation Department	141
3.3.5	Public Works Department	141
3.3.6	Public Health Department	141
3.3.7	Planning and Development Department	142
3.4	Administrative overview	142

4	Intermediary structures	144
4.1	General	144
4.2	Local Board of Health of the Borough of North York	144
4.3	North York Public Library Board	144
4.4	Board of Management of Memorial Community Hall	144
4.5	Court of Revision under the Local Improvement Act	145
4.6	Environmental Control Committee	145
4.7	Utilization of Community Facilities Committee	145
4.8	Committee of Adjustment	145
4.9	North York Planning Board	146
4.10	North York Hydro-Electric Commission	146
4.11	North York Board of Education	147
4.12	Other bodies and appointments	147
II	Political and administrative structures and urban development	149
A	Urban land use planning	149
1	Local structures - City of Toronto	152
1.1	Committee on Buildings and Development	152
1.1.1	General	152
1.1.2	Zoning By-law Amendment	152
1.1.3	Official Plan Amendment	153
1.1.4	Development Control	153
1.2	City Planning Board	154
1.2.1	General	154
1.2.2	Zoning By-law Amendment	154
1.2.3	Official Plan Amendment	155

1.2.4	Development Control	156
1.2.5	Communication and participation structures	156
1.3	Technical Planning Committee	158
1.3.1	Members	158
1.3.2	Meetings	159
1.3.3	Functions	159
1.3.4	Lines of communication	159
1.4	Development Department	159
1.4.1	General	159
1.4.2	Development activities (informal)	159
1.4.3	Development activities (formal)	161
1.4.4	Communication and participation structures	161
1.5	Other City Departments	162
1.6	Community organizations	162
1.7	Committee on Urban Renewal, Housing, Fire and Legislation	163
1.7.1	General	163
1.7.2	Activities in the area of land use planning	163
1.7.3	Lines of communication	163
1.8	Executive Committee	164
1.9	City Council	164
2	Local structures - Borough of North York	167
2.1	Committee on Development	167
2.1.1	General	167
2.1.2	Zoning By-law Amendments	167
2.1.3	Official Plan and Amendments	167
2.1.4	Development Control	168
2.2	Department of Planning and Development	168
2.2.1	General	168
2.2.2	Zoning By-laws and Official Plan	168
2.2.3	Subdivision plans	170
2.2.4	Co-ordinating role	171

2.3	Technical Advisory Committee	171
2.3.1	Members	171
2.3.2	Meetings	171
2.3.3	Function	171
3	Metropolitan Toronto structures	172
3.1	Metropolitan Toronto Planning Board	172
3.1.1	General	172
3.1.2	Zoning By-laws	172
3.1.3	Subdivision plans	172
3.1.4	Metro Draft Official Plan and Official Plan Amendments	173
3.1.5	Relations with Local Planning Boards and Departments	173
3.1.6	Transportation planning	174
3.1.7	Relations with other bodies	174
3.1.7.1	In the field of transportation	174
3.1.7.2	In the field of land use planning	174
3.1.7.3	In other fields related to urban land use planning	179
3.2	Other Metro Departments	179
3.3	Special Authorities - Metropolitan Toronto and Region Conservation Authority	180
3.3.1	General	180
3.3.2	Functions relative to urban land use planning	180
3.4	Metro Planning and Legislation Committee	180
3.4.1	General	180
3.4.2	Functions relative to urban land use planning	180
3.5	Metro Executive Committee	181
3.5.1	General	181
3.5.2	Functions relative to urban land use planning	181

3.6	Metro Council	181
3.6.1	General	181
3.6.2	Functions relative to urban land use planning	181
4	Provincial structures	184
4.1	Ministry of Treasury, Economics and Intergovernmental Affairs	184
4.1.1	General	184
4.1.2	Functions	184
4.1.3	Functions relative to urban land use planning	184
4.1.3.1	Local Government Organization Branch	186
4.1.3.2	Provincial-Municipal Affairs Branch	186
4.1.3.3	Municipal Finance Branch	186
4.1.3.4	Regional Planning Branch	187
4.2	Ministry of Housing	187
4.2.1	General	187
4.2.2	Functions	187
4.2.3	Functions relative to urban land use planning	187
4.3	Other Provincial Departments	188
4.4	Ontario Municipal Board	188
4.4.1	General	188
4.4.2	Legal status	188
4.4.3	Procedures	189
4.4.4	Membership	189
4.4.5	Functions and duties	189
4.4.6	Functions relative to urban land use planning	189
4.4.7	Exercise of authority in Metro Toronto	190
5	Federal structures	191
5.1	Ministry of State For Urban Affairs	191

5.2	Other federal representation	191
B	Urban transportation	193
1	Local structures - City of Toronto	195
1.1	City Planning Board	195
1.2	Public Works Department	195
1.3	Other departments, local boards, commissions, etc.	195
1.4	City Council and Committees	196
1.5	Other structures	196
2	Local structures - Borough of North York	197
2.1	North York Department of Planning and Development	197
2.2	North York Planning Board	197
2.3	Traffic Department	197
2.4	Public Works	197
2.5	Council and Committees	198
2.6	Other structures	198
3	Metropolitan Toronto structures	199
3.1	General	199
3.2	Metropolitan Toronto Planning Board	199
3.2.1	General	199
3.2.2	Role in urban transportation	199
3.3	Metropolitan Toronto Roads and Traffic Department	200
3.3.1	General	200
3.3.2	Role in urban transportation	202
3.4	Toronto Transit Commission	202
3.4.1	General	202
3.4.2	Role in urban transportation	202
3.5	Co-ordinating structures	204

3.5.1	General	204
3.5.2	Metropolitan Toronto Transportation Technical Advisory Committee	204
3.5.3	Metropolitan Traffic Technical Committee	205
3.5.4	Subway Property Committee	205
3.5.5	Joint Technical Transportation Planning Committee (J.T.T.P.C.)	205
3.5.6	Subway Related Development Committee	206
3.5.7	Other structures	206
3.5.7.1	University of Toronto - York University Joint Program in Transportation	207
3.5.7.2	Toronto International Airport II Ground Transportation Technical Committee	207
3.5.7.3	Computer Program Specification Technical Committee	207
3.6	Metro Toronto Standing Committee on Transportation	207
3.6.1	General	207
3.6.2	Role in urban transportation	208
3.7	Metropolitan Toronto Executive Committee	208
3.7.1	General	208
3.7.2	Role in urban transportation	208
3.8	Metro Council	209
3.8.1	General	209
3.8.2	Role in urban transportation	209
4	Provincial structures	210
4.1	Ministry of Transportation and Communications	210
4.1.1	General	210
4.1.2	Role in urban transportation	210
4.1.2.1	Province as a whole	210
4.1.2.2	Metro Toronto	210

4.2	Ontario Transportation Development Corporation (O.T.D.C.)	212
4.3	Toronto Area Transit Operating Authority (T.A.T.O.A.)	213
4.3.1	General	213
4.3.2	Objectives	213
4.3.3	Structure	214
4.3.4	Functions	214
4.4	Ontario Municipal Board	214
4.4.1	General	214
4.4.2	Functions in urban transportation	214
5	Federal structures	216
5.1	Ministry of Transport	216
5.2	Canadian National Railways	216
	Conclusion	217
	Documents	219
A	Metropolitan Toronto	219
B	City of Toronto	222
C	Borough of North York	223
D	Province of Ontario	224
E	Other sources	226
F	Statutes of Ontario	227

Other publications in this series\*

Profiles are also available on the political and administrative structures of the metropolitan regions of:

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